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ABSTRACT

Presented originally at four conferences (held during 1984-1985), the 12 invited papers contained in this document were part of a federally funded project, the National Network for Professional Development in Vocational Special Education. Project objectives included training of teacher educators in employment preparation for the handicapped, particularly the transition of handicapped youth from school to the workplace; dissemination of innovative personnel development models and materials; and facilitation of collaboration among teacher educators and state and local personnel in personnel development programs. Papers have the following titles and authors: "OSERS Programming for the Transition of Youth With Disabilities: Bridges from School to Working Life" (M. Will); "Transition for Handicapped Youth from School to Work (P. Wehman); "A Model for Enhancing the Transition of Mildly Handicapped Youth into Postsecondary Vocational Education" (J. Brown); "Vocational Education's Role in the Transition of Handicapped Persons" (C. Conaway); "Implications for Inservice Training for Vocational Teacher Educators in the Transition Process" (L. West); "Implications for Preservice Training for Vocational Teacher Educators in the Transition Process" (L. Parrish); "A Model for Providing Comprehensive Transitional Services: The Role of Special Education" (D. Brolin); "Inservice Training Implications for Teacher Educators in Special Education in the Transition Process" (L. West); "Preservice Implications for Secondary Special Education: Preparing Teachers to Enhance the Transition Effort" (G. Weisenstein); "Transition from School to Work" (R. Switzer); "Transition Services for Young Adults with Severe Disabilities: Professional Roles and Implications for Inservice Training" (J. Everson et al.); and "Preservice Implications for Delivering Effective Transitional Services in Vocational Rehabilitation" (R. McDaniel). Discussion summaries follow each group of papers and a final reaction to the papers by J. Chadsey-Rusch, "Roles and Responsibilities in the Transition Process: Concluding Thoughts," concludes the collection. (DB)

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Vocational Special Education
Office of Career Development for Special Populations
College of Education
University of Illinois at Urbana-Champaign

Enhancing Transition from School to the Workplace for Handicapped Youth: Personnel Preparation Implications

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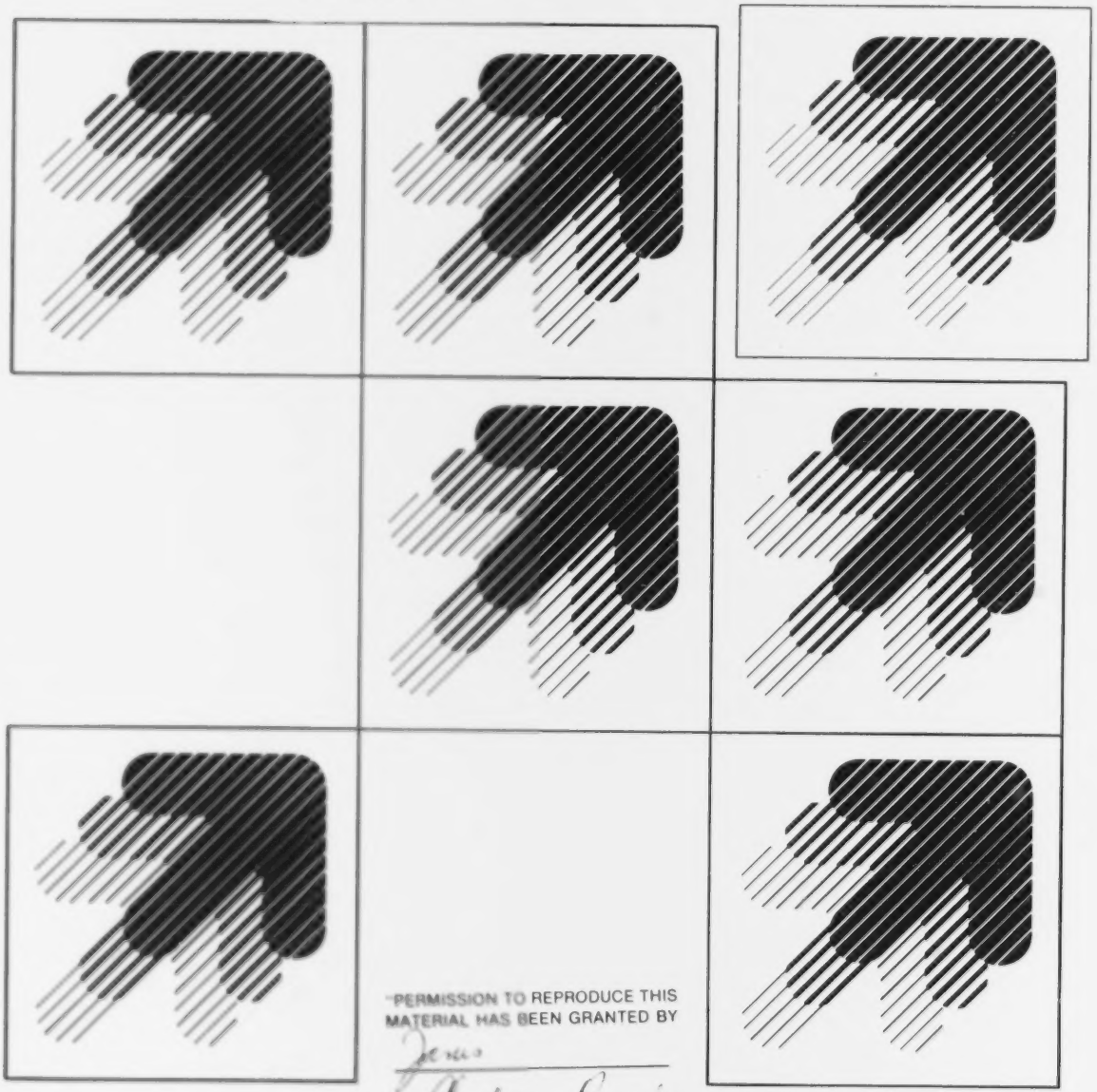

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ENHANCING TRANSITION FROM SCHOOL TO THE WORKPLACE FOR HANDICAPPED YOUTH: PERSONNEL PREPARATION IMPLICATIONS

Edited by

Janis Chadsey-Rusch
and
Cheryl Hanley-Maxwell

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INTRODUCTION

This document includes twelve invited papers that were presented at a series of conferences sponsored by a federally funded project, the National Network for Professional Development in Vocational Special Education. The major objectives of the National Network Project were: (a) to train and update teacher educators regarding current and emerging trends in employment preparation for persons with handicaps, particularly as it relates to improving the transition from school to the workplace for handicapped youth, (b) to disseminate innovative personnel development models and resource materials, and (c) to facilitate collaboration among teacher educators, and state and local personnel, in the planning and delivery of personnel development programs.

A series of four conferences were held over a three year period as part of the activities designed to meet the objectives of the National Network Project. The theme for the first conference (conducted in two locations--Denver, CO, March 27-28 and Washington, DC, April 23-24, 1984) was "Enhancing Transition from School to the Workplace for Handicapped Youth." This conference addressed the program initiatives that resulted from Public Law 98-199 and the priority statement from the Office of Special Education and Rehabilitation Services (OSERS) that declares educators must provide quality programs and a continuum of services for handicapped youth through and beyond high school. The three remaining conferences, held November 28-29, 1984, April 15-16, 1985, and October 2-3, 1985, addressed the role that vocational education, special education, and vocational rehabilitation, respectively, have in the transition process.

Major speakers and conference participants from all four conferences discussed roles and services in relationship to component features of a transition model. The transition model that seemed to provide a generic framework applicable to all handicapped youth was that described by OSERS (Will, 1984). This five component model consists of two foundation components: (a) the high school foundation, (b) the employment foundation, and three types of transition services that form bridges between high school and employment foundations: (c) transition without special services, (d) transition with time-related services, and (e) transition with ongoing services.

This document consists of the invited presentations that were made at the four conferences and invited reaction papers to each set of conference presentations. In the first section, Dr. G. Thomas Bellamy presents OSERS' position statement on transition programming. Dr. Paul Wehman discusses a conceptual model of transitional employment for students with severe handicaps, and Dr. Jim Brown discusses a model that could be used to transition youth with mild handicaps into postsecondary vocational education settings. Dr. Andrew Halpern summarizes and discusses the implications of the points raised by these three papers and presents added insight into the conceptualization of transition services for youth with handicaps. This set of papers, while not directly related to personnel preparation, is included in this document to provide the foundation from which personnel preparation programs should be built.

Dr. Leonard Albright responds to the second set of papers which focus upon the role(s) that vocational education should play in the transition process. In this section, Charlotte Conaway discusses the role of vocational education in relationship to the OSERS transition model.

Dr. Lynda West discusses the inservice implications for vocational teacher educators in regard to the transition process, and Dr. Linda Parrish presents a paper on the preservice implications.

The third set of papers explores the role that special education has in the transition process. Dr. Donn Brolin discusses the role of special education in the transition process, particularly with regard to curricular issues. Dr. Lynda West discusses the inservice implications for teacher educators in special education with regard to the transition process, and Dr. Greg Weisenstein presents a paper on the preservice implications. Dr. Judy Smith-Davis provides a summary and reaction to these papers.

The purpose of the fourth conference was to examine the transition process from the perspective of vocational rehabilitation personnel. In his paper, Richard Switzer discusses the role of vocational rehabilitation in the transition process, particularly with regard to historical development and implementation of federal initiatives. Dr. Sherril Moon discusses the inservice implications for rehabilitation educators with regard to the transition process, and Dr. Robert McDaniel presents a paper on preservice implications. Dr. Michael Peterson summarizes these three papers and expands on the ideas presented in the three papers.

The last paper in this monograph was written by Dr. Janis Chadsey-Rusch. This paper provides a general summary of the previous papers, discusses three new trends that have resulted from the transition movement, and offers several ideas regarding general personnel preparation implications.

It is our intent that readers of this document will make use of the ideas and information to improve existing personnel preparation programs

and to establish new programs that enhance transition activities for youth with handicaps. In addition, we hope that this document will stimulate readers to share ideas, information, and resources with other individuals interested in personnel preparation and the transition process.

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TRANSITION MODELS

OSERS Programming for the Transition of Youth with Disabilities: Bridges from School to Working Life

Madeleine Will*

Office of Special Education and Rehabilitative Services

Youth with disabilities face an uncertain future when they leave the nation's public schools. Qualification for employment is an implied promise of American education, but between 50 and 80 percent of working age adults who report a disability are jobless (U.S. Commission on Civil Rights, 1983; U.S. Bureau of the Census, 1982). Without employment, many individuals turn to community services only to find long waiting lists. Those adults with disabilities who do gain entry into publicly-supported day and vocational services often experience low wages, slow movement toward employment, and segregation from their non-disabled peers (U.S. Department of Labor, 1979).

Approximately one school generation after guaranteeing the right to a free appropriate public education for all children with handicaps, it is appropriate that the federal government address the transition of persons with disabilities from school to working life. The cost of disability joblessness and dependence is high and rising. Approximately eight percent of the gross national product is spent each year in disability programs, with most of this amount going to programs that support dependence (White House Working Group on Disability Policy, 1983). The public's investment in special education can do much to prevent this dependence and lead to full community participation, if systematic attention is now

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*Paper presented by G. Thomas Bellamy, University of Oregon.

given to the transition of youth with disabilities from school to work and adult life.

The Office of Special Education and Rehabilitative Services (OSERS) has responded to this need by establishing a national priority on improving the transition from school to working life for all individuals with disabilities. This paper describes the concepts and policies that guide OSERS in analyzing transition issues and programming for transition improvement.

Transition Defined

Transitions are an important part of normal life. As roles, locations, or relationships change, all of us must adapt, and we do so with more or less disruption or stress. The transition from school to working life calls for a range of choices about career options, living arrangements, social life, and economic goals that often have life-long consequences. For individuals with disabilities, this transition is often made even more difficult by limitations that can be imposed by others' perceptions of disability and by the complex array of services that are intended to assist adult adjustment.

The transition from school to working life is an outcome-oriented process encompassing a broad array of services and experiences that lead to employment. Transition is a period that includes high school, the point of graduation, additional postsecondary education or adult services, and the initial years in employment. Transition is a bridge between the security and structure offered by the school and the opportunities and risks of adult life. Any bridge requires both a solid span and a secure foundation at either end. The transition from school to work and adult life requires sound preparation in the secondary school, ade-

quate support at the point of school leaving, and secure opportunities and services, if needed, in adult situations.

Since the services and experiences that lead to employment vary widely across individuals and communities, the transitional view of transition as a special linking service between school and adult opportunities is insufficient. The present definition emphasizes the shared responsibility of all involved parties for transition success, and extends beyond traditional notions of service coordination to address the quality and appropriateness of each service area.

Underyling Assumptions

Three assumptions underly OSERS programming for transition. Stating these at the outset should clarify basic policy positions.

Complexity of Post School Services

Public and private schools provide a range of services for students with disabilities in a relatively organized fashion. While the upper and lower ages for these services vary from State to State, the comprehensive nature of the services organized and, in many cases, funded by the schools is relatively consistent. Upon leaving the schools, however, individuals enter into a world where there is competition for scarce employment opportunities, an array of service providers and funding agencies, and differing eligibility requirements. The OSERS program assumes that students in transition from school are leaving a somewhat organized provider system and entering a more complex and confusing world, not fully understood by most service professionals, much less parents or consumers. This complexity is necessary, if adult services are to offer opportunities for normal adult living and working to all individuals with disabilities. Effective transition requires that relevant community opportunities and

service combinations be developed to fit individual circumstances and needs.

Focus on All Students with Disabilities

The second assumption is that OSERS programming for transition should address all citizens with disabilities who leave school for adult services and opportunities. An estimated 250,000 to 300,000 students leave special education each year; no doubt many others graduate from the regular curriculum, but because of a disability, require specialized services to obtain employment. It might be possible to differentiate among the many types and levels of disability and thereby emphasize the commitment to include all school leavers with disabilities. We have found it more useful, however, to focus on the service needs of these individuals, identifying the kinds of services that will assist the transition of all persons with disabilities from school to working life.

The Goal of Employment

The final assumption is that sustained employment represents an important outcome of education and transition for all Americans. The goal of OSERS programming for transition is that individuals leaving the school system obtain jobs, either immediately after school or after a period of postsecondary education or vocational services. Employment is a critical aspect of the lives of most adults in our society, whether their work involves highly paid career specializations, entry level jobs, or working in situations where ongoing support services are provided. Paid employment offers opportunities to expand social contacts, contribute to society, demonstrate creativity, and establish an adult identity. The income generated by work creates purchasing power in the community, makes community integration easier, expands the range of available choices,

enhances independence, and creates personal status. Of course, this concern with employment does not indicate a lack of interest in other aspects of adult living. Success in social, personal, leisure, and other adult roles enhance opportunities both to obtain employment and to enjoy its benefits.

Equality in employment opportunity has been a consistent goal for achieving participation and integration in the mainstream of American society. Whenever people have held lower aspirations for the work potential of a particular group of citizens, those assumptions have been proven wrong. There has been a long history when it was assumed that women could not enter sustained employment roles in our society. Similarly, there has been the assumption that people who were without sight or hearing or who were in wheel chairs were not capable of employment roles in our society. In each case assumptions of low work potential have been discounted as soon as equal opportunities or proper training became available. The OSERS transition program is prepared with the assumption that the goal of sustained employment should not be disregarded because of the presence, nature, or severity of a disability. Of course, traditional unsupported job roles, in which individuals are expected to function without benefit of social services, may be difficult for many individuals to sustain. For these persons, alternative supported employment opportunities can be developed that combine work opportunities and ongoing support services.

The focus on employment as a central outcome of effective transition provides an objective measure of transition success. The quality of employment that results for individuals can be defined and assessed in the same way that it is defined for others, using standard measures of labor

economics. One national professional and advocacy organization put it this way:

> (T)he quality of employment and related day and vocational services for individuals with . . . disabilities should be judged by the same criteria used to evaluate the employment of others in our society: income level and the resulting opportunities created by that income; quality of working life, including integration of the work place, safety, and access to challenging work; and security benefits, including job mobility, advancement opportunities, and protection from lifestyle disruptions due to illness or accident (TASH, 1983).

A related index of successful transition is the community integration enjoyed by persons with disabilities leaving school. Regular access to interactions with individuals without identified handicaps and regular use of normal community resources represent important results of the services and opportunities available to each person with a disability. Employment success can contribute to community integration in two ways. First, if the work place itself is integrated, it affords the opportunity for social contacts with coworkers, customers, or supervisors during work breaks and, in some jobs, throughout the day. Second, the income generated by work provides the purchasing power that is necessary for integration into much of a community's commercial, social, and recreational life.

The OSERS View of Transition

A conceptual framework that describes transition opportunities is needed if public efforts to help individuals with disabilities move from school to working life are to be well planned, coordinated across agencies, and evaluated responsibly. Programming for transition involves using

different kinds and amounts of support with different individuals, so that each has the opportunity to work and enjoy the lifestyle benefits of working. There is a nearly infinite set of services and experiences that could lead successfully from school to work for some individuals. Naturally, distinctions must be made among these, in order to reflect important differences in policy, authority, and practice among the many public agencies that can be involved in transition services.

For practical purposes, transition services can be grouped into three classes that reflect the nature of public services used to provide support as the passage is completed. The first involves movement from school either without services or with only those that are available to the population at large; the second involves use of time-limited services that are designed to lead to independent employment at the termination of service; and the third involves the use of ongoing services for those disabled individuals who do not move to unsupported work roles. Each of these three transition strategies, or bridges from school to work, is necessary if all individuals with disabilities are to move successfully to working roles. Together with the foundations provided by the secondary school and employment opportunities, these bridges form a five-part model of the transition process that underlies OSERS programming. The model is illustrated in Figure 1 and described briefly below.

The High School Foundation

Secondary special education, in concert with vocational education and other school-based services provides the foundation in skills, attitudes, personal relationships, and often, employer contacts that determine much of the success of later transition. Curriculum content in special education and vocational education affects whether or not students leave school with

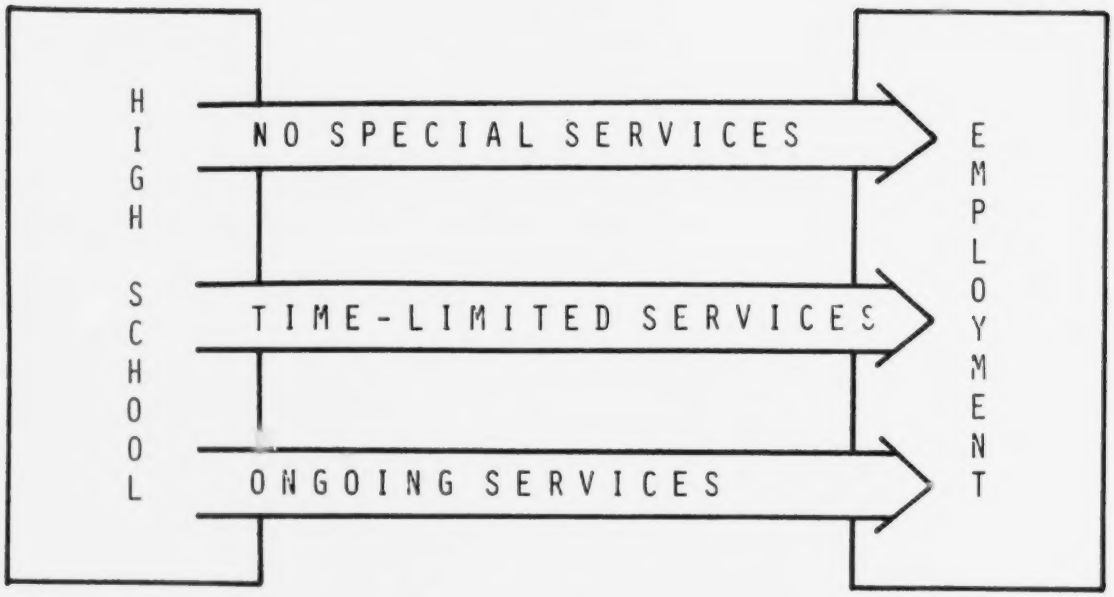

Figure 1. Major Components of the Transition Process

entry level job skills that are saleable in the local community. Organization and location of the high school program often determines the extent to which students with disabilities are experienced in interacting with non-disabled peers and co-workers, and whether or not potential employers have been able to observe their competent performance of community jobs. The instructional procedures used in high school can greatly affect whether curriculum goals are achieved only by the most capable students or by the full range of persons with disabilities. Transition success can also be affected by the support for personal decision-making that is provided

in the schools through the school counselor, individual assessment, vocational rehabilitation personnel in the schools, and the IEP process. Whether the student goes to college, attends postsecondary education, utilizes rehabilitation services, or needs more extended support, the initiatives of secondary school personnel can and do make a difference in the success of students facing the transition from school to working life.

Transition Without Special Services

The first bridge from school to employment is shared by many individuals with disabilities and their non-disabled peers. Individuals making the transition in this way rely on their own resources or those generally available to all citizens, locating and taking advantage of work opportunities without using special disability services. This is not to say special accommodations for the needs of persons with disabilities are not made, but in this pathway these accommodations are incorporated within generic services. For example, some individuals obtain employment at the end of high school programs using contacts gained through work experience programs. Others attend postsecondary education institutions and gain skills that lead to more advanced employment options. Still others locate their own employment through family contacts, neighborhood networks, or short-term volunteer jobs. The number of disabled individuals who make their own way from school to employment is unknown, although the size of this group probably varies with job availability, quality of schooling, and access to generic services.

Postsecondary education institutions are a particularly important segment of the generic services that comprise this pathway. Community colleges, vocational and technical schools, and four-year institutions of higher education play important roles in transition of youth without dis-

abilities from school to work. Their potential contribution to those with disabilities is equally as significant has now been shown in many communities.

Transition with Time-Limited Services

The second bridge from school to working life consists of temporary services that lead to employment. After leaving school, individuals following this path use specialized, time-limited services like vocational rehabilitation, postsecondary vocational education, and other job training programs to gain entry into the labor market. The presence of a disability often qualifies an individual for these services or creates special support for participation. For example, many individuals find employment after receiving relatively brief services in rehabilitation facilities. Others receive support to attend specific job training and then obtain employment at the close of the course. Access to such time limited services is generally restricted to individuals thought capable of making it on their own after services are completed. Vocational rehabilitation offers perhaps the best known time-limited services. Individuals with employment related disabilities qualify for services if there is a reasonable expectation of employment at the close of services. Once accepted the program allows for quite flexible use of funds to provide whatever support is needed by the individual to enter or re-enter the workforce. While there are many cases of quite extended services to individual clients, vocational rehabilitation services are normally terminated after an individual obtains employment or other service objectives.

Transition with Ongoing Services

The third bridge from school to working life consists of ongoing services that allow individuals with disabilities to take advantage of work

opportunities. Unlike the first two alternatives, this bridge represents a fundamental change in much current policy and practice. At present, ongoing adult services are typically designed to be non-vocational, either providing lifelong custodial care or preparing consumers for later vocational services. The lack of significant movement from these programs to rehabilitation and employment, however, has meant that they actually serve as an alternative to work, functionally excluding participants from both work-related services and employment opportunities. Consistent with the assumptions defined earlier, the alternative proposed here is employment, with whatever ongoing support is necessary to maintain that employment. For example, an individual using this bridge from school to working life might leave school and obtain employment as part of a small team of disabled individuals in an electronics manufacturing plant, where the state agency responsible for ongoing services paid for a work supervisor in the company.

Making this pathway a viable transition alternative involves establishing local services and supportive policies that allow combinations of work opportunities and ongoing support. Such "supported employment" programs could occur in a variety of circumstances: in an industry like that mentioned above, where a small group of disabled workers received publicly supported supervision; in dispersed individual placements in a community, with publicly-funded support staff rotating among sites; in a mobile crew that works in community settings; or in a former day activity program that operates a business that is successful enough to offer full time employment opportunities to participants. In each case, individual participants should enjoy the full range of employment benefits mentioned above.

Establishing these services will involve assisting States, since no single federal agency is responsible for program assistance, evaluation, or funding. Different States rely on different agencies for management of ongoing services, with Mental Health, Mental Retardation, Public Welfare, and Vocational Rehabilitation agencies all having responsibility in some states. Programs are supported by a mixture of State appropriations and federal assistance through the Social Service Block Grant and Medicaid.

The Employment Foundation

Regardless of the quality of schooling and the availability and appropriateness of bridging services, successful transition ultimately requires employment opportunities. The probability that any individual will find suitable opportunities may be enhanced by family and neighborhood networks, individual presence and participation in community activities, and job search efforts. The overall percent of individuals with disabilities who find work may reflect quite different factors, including the overall status of the economy, the extent of job discrimination, and structural unemployment affecting youth, unskilled workers, and other groups. Consequently, programming for transition from school to working life cannot be addressed adequately without simultaneous attention to such labor issues as minimum wage levels, business incentives to offer employment, equal employment opportunity, and efforts to address structural unemployment problems.

Implications for OSERS Action

The five-part model of the transition process provides a way of organizing activities and plans to improve transition effectiveness. While each component of the model is important if all individuals with disabilities are to be included, the objectives and strategies are different in the five

areas. This final section highlights some of the most significant aspects of the OSERS plan in each of the transition components.

To improve the foundation provided in the secondary school, OSERS will rely on a broadly based strategy of research, development, demonstration, and replication that addresses all aspects of high school services. Particular interests include: renewed efforts to develop cooperative programs with vocational education and vocational rehabilitation to serve all students with disabilities; improvement of community-based job training and placement within the school's vocational preparation program; and development of service models for all students that allow regular and frequent contact with non-disabled peers.

One of the most important initiatives in assisting students to make the transition without special services relates to postsecondary education. Community colleges and vocational technical schools offer an age-appropriate, integrated context in which youth and young adults with disabilities can expand personal, social, academic, and vocational skills. While emerging postsecondary programs will no doubt address the needs of all disability groups, OSERS is particularly concerned with stimulating research and program development for persons with learning disabilities and other mild educational handicaps.

Improvement of time-limited services has been the focus of most of the previous attention to transition, and much of the earlier work is still needed today. Cooperative relationships between special education, vocational rehabilitation, and vocational education can do much to facilitate vocational planning and ensure smooth changes in service responsibility. In addition, innovations in on-site job training and placement programs offer promise of greater effectiveness in time-limited services, and strategies will be developed to promote broader use of these approaches.

To improve employment with ongoing support OSERS has developed a new supported employment initiative which would assist interested States to shift from day activity programs to work alternatives. The program would offer competitive grants to state agencies responsible for ongoing services, providing support for staff training, program development and demonstration, and other start-up activities. States would retain the responsibility for ongoing funding of services as the focus of programming shifts from day care or pre-vocational activities to supported employment.

Efforts to improve employment opportunities will involve cooperative initiatives with other agencies. Of particular concern to OSERS is development of a broader range of incentives for employers who offer jobs to individuals who may require special equipment, building modifications, longer training periods, or other investments.

In addition to initiatives directly related to the five components of the transition model, a few broader research and evaluation issues seem particularly important. First, too little is known about current transition experiences. We can only estimate the number of individuals who make their way into the workforce by each of the three bridges described earlier and the number who remain jobless despite current service efforts. Careful descriptions fo the school population and follow-up studies of special education graduates could assist both schools and post-school services plan for transition, establish policies and programs, and evaluate results. A related issue concerns program evaluation strategies. An adequate evaluation of any transition effort should take the entire transition model into account, for changes in the number of people who use each of the three bridges may well be the most important result of improved transition. For example, little is gained if a time-limited or

ongoing service provides efficient employment for individuals who otherwise would have obtained similar jobs on their own.

OSERS programming for the transition from school to working life will offer federal leadership to state and local efforts to improve the lives of young adults with disabilities. To improve transition efforts while preserving the discretion of other levels of government, federal activities will focus on disseminating effective practices, providing assistance to states, and building the capacity of the professional community to deliver improved services. Because of the right to education legislation of the last decade, an unprecedented number of students with disabilities are nearing the school leaving age. Special education for these individuals should lead to higher education, competitive work, or supported employment. It is time that, by working together, we help all citizens with disabilities achieve these outcomes, along with the personal status and community integration that they create.

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Footnote

This paper is a preliminary statement of policy that will guide the Office of Special Education and Rehabilitative Services in programming for transition. The paper reflects the work of a special task force representing the Office of Special Education Programs, the Rehabilitation Services Administration, and the National Institute of Handicapped Research: Garry McDaniels, Douglas Fenderson, David Henderson, Ed Sontag, Joan Standlee, Thomas Bellamy, Michael Herrell, Wes Geigel, Martin Spickler, Carol Inman, Tom Nerney, Fred Sachs, Harvey Hirschi, David Rostetter, and Richard Melia. For his assistance in preparation of the paper, I want to express particular thanks to Thomas Bellamy.

Transition for Handicapped Youth From School to Work

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In most school systems in this country today handicapped students are not guided into employment opportunities appropriate for their abilities. Although there are varied degrees of vocational training and education experience made available to many handicapped students, systematically planned transition to positions in industry and business is not usually available. Similarly, communication between school personnel and adult service providers is typically limited. Hence those students in need of further intensive vocational training are not specifically directed to the necessary services.

To a very significant extent this vacuum of systematic vocational transition probably accounts for the continued high unemployment rate of handicapped individuals. The U.S. Commission on Civil Rights in a recent study (1983) reports that between 50 and 75% of all disabled people are unemployed. An excellent follow-up study of handicapped students in Vermont (Hasazi, Preskill, Gordon, & Collins, 1982) reflects similar figures of unemployment as do the preliminary results of a follow-up study we are completing in Virginia (Wehman, Kregel, & Zoller, 1984). In Colorado, another follow-up study indicates that while over 60% of the recent special education graduates were working, there was a high level of underemployment and very poor wages (Mithaug & Horiuchi, 1983).

This problem has not escaped federal attention. New program initiatives are underway through Public Law 98-199, the Education for Handicapped Children amendments. A major section of these amendments

involves funds and support for secondary education and transitional services. In a rationale for this section of the Act it was noted:

> "...The Subcommittee (on the Handicapped) recognizes the overwhelming paucity of effective programming for these handicapped youth, which eventually accounts for unnecessarily large numbers of handicapped adults who become unemployed and therefore dependent on society. These youth historically have not been adequately prepared for the changes and demands of life after high school. In addition, few, if any, are able to access or appropriately use traditional transitional services. Few services have been designed to assist handicapped youth in their efforts to enter the labor force or attain their goals of becoming self-sufficient adults, and contributing members of our society." (Section 626, P.L. 98-199).

Transition is a term which has been used in professional circles frequently (Brown, Pumpian, Baumgart, VanDerventer, Ford, Nisbet, Schroeder, & Gruenwald, 1981). However, only recently has heavy emphasis been placed on providing quality services for all handicapped youth as they leave school. What, specifically, is vocational transition? The definition which we have developed for the purpose of this paper is described below:

> "Vocational transition is a carefully planned process, which may be initiated either by school personnel or adult service providers, to establish and implement a plan for either employment or additional vocational training of a handicapped student who will graduate or leave school in three to five years; such a process must involve special educators, vocational

educators, parents and/or the student, and adult service system representative, or possibly an employer."

The key aspects of this definition are: (a) members of multiple disciplines and service delivery systems must participate, (b) parental involvement is essential, (c) vocational transition planning must occur well before 21 years of age, (d) the process must be planned and systematic, and (e) vocational services provided must be of a quality nature. Transitioning a severely handicapped 20 year old student who is learning letters of the alphabet, days of the week, coloring and other minimally functional skills into a different setting (such as an adult activity center) with the same training objectives accomplishes little and distorts the purpose of the transition initiative.

It is the purpose of this paper to present a three-stage vocational transition model that encompasses the important components of facilitating the movement of handicapped youth from school to the workplace. Following this model, critical aspects of appropriate secondary programs which affect meaningful transition will be presented and selected employment outcomes that need to be available in the community after school will be reviewed. This model applies to all handicapped students.

A Model for Vocational Transition of Handicapped Youth

Facilitating transition from school to the workplace is not a one step process. It requires movement through three stages, including: (a) school instruction, (b) planning for the transition process, and (c) placement into meaningful employment. With the increased federal emphasis on transition, it is essential that service providers and agencies do not exclusively focus on the transition process while ignoring the quality of the foundation services offered by public schools and the

range of vocational alternatives offered by community agencies. Previous efforts at interagency agreements which purported to ameliorate transition problems actually resulted, in all to many cases, in movement of a student from one inadequate school program to another inadequate adult program.

Figure 1 presents a model which we feel overcomes the shortcomings of earlier attempts at transition and builds upon successful efforts which have previously occurred. As illustrated in the figure, an appropriate special education program is characterized by functional curriculum (Wehman, Bates, & Renzaglia, 1985) in a school setting which reflects integration with nonhandicapped peers (Certo, Haring, & York, 1983) and which provides for a community-based instructional model of school services (Wehman & Hill, 1982). These secondary program characteristics are fundamental to vocational transition. The actual transition process includes a formal individualized transition plan which is highlighted by significant parental input and cooperation from key agencies such as rehabilitation. Finally, neither the school program or planning process is sufficient without a range of varied work or employment outcomes available to students after graduation.

Public School: The Foundation of Effective Transition

Preparing students to be independent in their living skills and employable in the marketplace should be the major goals for the educational system. Without careful planning and preparation for post-school placement, these goals are seldom achieved by handicapped youth. However, over the past few years, critical program characteristics which contribute to effective programming have been identified (Bates, Renzaglia, & Wehman, 1981). These characteristics provide the foundation for meaningful transition from school to the workplace; therefore it is of

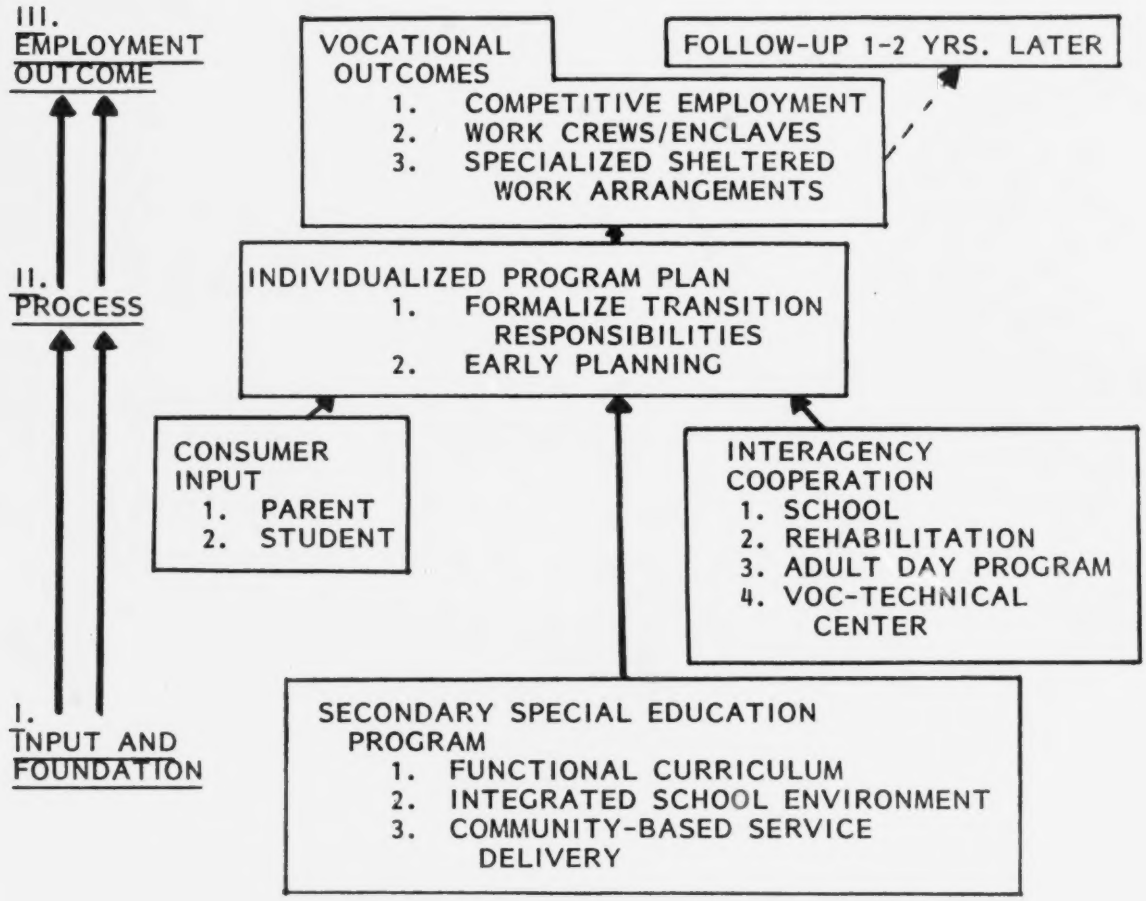

Figure 1. Three stage vocational transition model for handicapped youth

little value to discuss transition without crystallizing several key programming components. Critical characteristics of an appropriate secondary program include: (a) functional curriculum, (b) integrated schools, and (c) community-based service delivery. These critical components of secondary programming are presented in Table 1.

Functional Curriculum

Training activities must be designed to prepare persons for vocational opportunities that are available in their community. To ensure this outcome, school personnel must continuously assess available community employment and analyze the specific skills required for successful job performance. As a result of this activity, the vocational curriculum for specific students can then be identified. In designing functional secondary programs, selection of vocational skills must not be based on convenience and should not be based on donation of equipment to the school or on stereotypic views of what people believe handicapped youth should do when they grow up. Instead, functional curriculum reflects skills required in actual local employment situations. Usually, developmental curriculum materials and guides will not provide the most direct and efficient approach. Functional curriculum will ensure that the training content is generalizable to potential jobs and will facilitate eventual movement into the labor force.

Integrated School Services

It is generally accepted that in order to prepare persons for life and work in integrated settings, it is necessary to provide these individuals exposure to and experience in dealing with the demands and expectations of these environments. Emphasis needs to be placed on training which occurs as much as possible in integrated, as opposed to

Table 1

Secondary Program Components

Most Effective		
Integrated Service Delivery	Classroom/Community Based Instruction	Functional Curriculum
Segregated Service Delivery	Classroom/Community Based Instruction	Functional Curriculum
Segregated Service Delivery	Classroom Based Instruction	Developmental Curriculum
Least Effective		

exclusively handicapped, facilities. The effective vocational training program also includes regular exposure to natural work settings. Natural work settings are defined as real job situations in the community. Students should train and work in the community whenever possible. This is not only to expose them to the community and work expectations, but to expose future employers and coworkers to their potential as reliable employees. Fortunately, there is a slow but perceptible move toward integrated school environments in the country (Certo, Haring, & York, 1983) and it appears that this form of service delivery will be a truly vital aspect of meaningful transition into natural work environments.

Community-Based Instruction

Students over the age of 12 will need to participate in community-based instruction, rather than classroom instruction, for progressively extended periods of time. Job training sites should be established in

vocations where there is a potential market for employment. Staff must be provided to conduct job-site training. Systematic instruction should be used in those community sites. Behaviors that should be targeted for instruction include acquisition of specific job skills, production rates, mobility, and interpersonal skills.

In sum, functional curriculum objectives prepare students to learn appropriate skills, an integrated training environment enhances interpersonal skills with nonhandicapped workers and other peers, and community training enhances each of these components by allowing students an opportunity to practice in real situations. Educational program-ming which reflects these tenets will help students prepare for the next phase in the model.

Planning for Vocational Transition: The Process

As has already been observed, unless specific and formalized planning for vocational transition occurs, students will not receive a quality postsecondary program or enter the labor force. Therefore, even an excellent secondary program with good adult service alternatives available cannot benefit handicapped youth without planning and coordination of services. Referral back to Figure 1, the three stage transition model described earlier, indicates the necessity for having a formal transition plan and delineating responsibilities of staff and participating agencies. Consumer input from parents and students and interagency coordination are essential. This process is briefly described below.

Formal Individualized Student Plans

The focal point of the vocational transition process is the development of a formal, individualized transition plan for every

handicapped student. Without a written plan specifying the competencies to be acquired by the student and the transition services to be received prior to and following graduation, the other major elements of the transition model will have little impact. The plan should include annual goals and short term objectives which reflect skills required to function on the job, at home, and in the community. Transition services should also be specified, including referral to appropriate agencies, job placement, and on the job followup.

Consumer Input

Participation by informed parents and guardians is a critical component of the vocational transition process. Parents should be made aware of the employment alternatives available to their son and daughter upon graduation. They must be provided an opportunity to acquire the knowledge and skills needed to effectively participate in transition planning. Public schools should initiate parent education activities to provide consumers with background information. Systematically planned parent education programs will improve the effectiveness and durability of parent involvement in the vocational transition process.

Parent education activities should begin at least by the time the student reaches the age of sixteen. Content should be based on problems and concerns identified through needs assessment activities. Horton and her colleagues (Horton, Maddox, & Edgar, 1983) have developed a parent questionnaire needs assessment which can be used to specify the needs of students and parents. The major areas of concern identified by the assessment process can then be addressed through parent meetings and program visitations.

Interagency Cooperation

Interagency cooperation refers to coordinated efforts across agencies such as public schools, rehabilitation services, adult day programs, and vocational-technical training centers to insure the delivery of appropriate, nonduplicated services to each handicapped student (Horton, Maddox, & Edgar, 1983). This concept has been widely advocated (Lacour, 1982; Greenan, 1980) as an effective management tool that will aid the development of fiscally accountable human service systems. Federal legislative mandates actively promote cooperative activities as a means of conserving resources and reducing inefficiency. The varied service needs of handicapped individuals demand the development of an array of available programs to meet the full service provisions of P.L. 98-199 and Section 504 of the Rehabilitation Act.

Multiple Employment Outcomes

Obviously, it is essential that communities provide many different vocational alternatives, or successful transition cannot occur. The prospect of having an adult activity center which only focuses on activities of daily living, or a workshop which provides only bench work is too limiting for the broad range of learning abilities of young handicapped adults. In this section, we present several types of alternatives which might be available for persons with all types of disabilities. It should be noted that we do not present these as a developmental continuum but rather as a series of selected options or opportunities. Also, one needs to be aware that there are probably many other creative options or combinations of alternatives which may be considered. Several different employment outcomes are described below.

Competitive Employment

Many mildly handicapped persons have the ability to work competitively if given the opportunity (Brolin, 1982). These individuals, who may have physical, sensory, or learning disabilities, may also require help from a work experience coordinator or rehabilitation counselor in job seeking and initial adjustment skills. If the school program experiences have been rich in quality and diversity, many mildly handicapped persons will be able to work in a variety of fields, often beyond the stereotypic vocations of food service and custodial areas. Critical attention must be given to (a) developing social interpersonal skills and (b) providing more challenging types of jobs than have been performed in the past.

Competitive Employment with Support

Competitive employment should also be made available to handicapped individuals who need more help in getting a job, learning and adjusting to a job, and holding a job (Revell, Wehman, & Arnold, 1984; Wehman, 1981; Wehman & Kregel, 1984). It is obvious from previous placement experiences that many persons with mild, moderate, and severe mental handicaps; autism; behavior disorders; or multiple handicaps do not fare well in competitive employment. Generally, there are difficulties in learning and performing the job, greater parental concerns, transportation problems, and also fears of losing social security payments. Fortunately there are programs and efforts underway which are now demonstrating how supported work through the use of an on-going job coordinator can help this historically unemployed population gain entry into the labor force (Brickey & Campbell, 1981; Rusch & Mithaug, 1980, State of Washington Developmental Disabilities, 1984; Wehman, Hill, Goodall, Clevelend, Brooks, & Pentecost, 1982).

A supported work approach to competitive employment emphasizes structured assistance in job placement and job-site training (Wehman, 1981). A job coordinator is available extensively for individualized 1:1 training and followup. A major focus of this model is helping individuals maintain their jobs. While at first glance it might appear too expensive, in fact, there is a significant cost savings due to the amount of money it costs to rehabilitate this population as well as a reduction in the social security transfer payments (Hill & Wehman, 1983).

Enclaves in Industry

Another possible vocational outcome for more substantially disabled persons is the sheltered enclave. With this approach, small groups of disabled individuals (less than six) are employed in business and industry under the daily supervision of a trained human service staff person. The enclave is attractive because it offers disabled clients who traditionally have been excluded from employment services the opportunity to work in a natural work environment such as business and industry, usually for a decent wage. The hours and working conditions may be more limited and unlike either the previously mentioned alternatives. Fringe benefits are not usually an option. In addition, although breaks and lunch provide opportunities for integration with nonhandicapped co-workers, most disabled workers in enclaves are placed together on a special set of tasks. The sheltered enclave may be a good opportunity for some severely disabled workers to eventually move into part or even full-time competitive employment.

Specialized Industrial Training

Specialized industrial training is another employment option which usually takes place in a small industrial-oriented workshop setting.

Contract revenue from business and industry provides wages for clients. This alternative has been used frequently with severely and profoundly mentally retarded individuals, particularly in several states in the Pacific Northwest (Bellamy, Horner, & Inman, 1979; Paine, Bellamy, & Wilcox, 1984). This employment option generally involves a small number of workers, usually not more than 20 individuals. Typically, programs are based in the community and provide employment through performance of complex assembly and production contracts. Handicapped workers have learned electronic parts assembly, chain saw assembly, and other varied high technology tasks, and have gone on to earn wages which they would never have approximated in a traditional work activity center. In addition, nonhandicapped workers may be employed in the same program. The specialized industrial approach requires (a) a high competence level of staff in behavior modification and business skills and (b) a commitment to small, community-based vocational programs which focus on employment.

It will be instructive to reiterate that there are other alternatives such as mobile work crews, work stations in industry, resource sharing and cooperative agreements with industry, and so forth. which should also be considered. In planning for transition, the nature of the options need to be evaluated carefully because the potential employment outcomes will determine the curricula objectives upon which to focus; the best service delivery approach to select; and will also help prepare the student, parent, and adult service providers for the transition. There needs to be a fusion of information about the student between the school personnel and adult service providers.

Personnel Training Implications

The personnel needs, both preservice and inservice, are substantial in improving the employability of handicapped youth. It should be clear from the previous pages that the professional activities of current personnel involved in vocational and special education are not resulting in the desired employment outcomes. Transition from school to work is not a typical occurrence for most handicapped students. The problem of untrained personnel is critical and must be approached by:

1. determining what roles we want new and current staff to assume,
2. determining what is the principal training content which personnel must be taught and,
3. determining the best ways to teach this content so as to enhance retention of new skills.

The sections below briefly address each of these concerns.

Role Delineation

Work experience coordinators, vocational educators, and secondary special educators play a major role in improving the employability of handicapped youth. To date, the focus has not extensively been on employment, but rather activities which surround employment such as taking visitors on tours, scheduling, practice, or simulated work, prevocational preparation, and so forth. What is required is that the above type of personnel channel their skills directly upon job placement, job-site training, and transition into adult employment.

In a similar vein, workshop placement specialists and rehabilitation counselors must devote more time to job placement into subsidized employment and less time on counseling, paperwork, or activities which

divert time from culminating in the outcomes of meaningful jobs. Roles must be reformulated and further delineated in order for significant change to occur. In effect, too many professional staff are performing activities that result in low possibilities of employment for students.

Training Content

There are five major clusters of training competencies which more employment-oriented personnel need to exhibit. First, community job assessment skills are necessary so that staff know how to analyze what is necessary for success in a specific job. Second, student assessment which is relevant and functional is essential. Students need to be assessed in such a way that these data can be utilized in conjunction with the community assessment information. Formal tests may not be the solution with the severely handicapped, and, in fact, criterion-referenced behavioral assessments will probably be more effective. The techniques involved in job placement and behavioral skill training must also be provided with a special emphasis placed on field-oriented practicum. Staff need to know how to approach and solicit potential employers, need information about social security and tax credits, and need to know how to facilitate transportation options. Job-site training is also essential which means competencies in behavior modification skills must be acquired. Finally, followup and job retention skills are all too often omitted in training programs. The importance of this aspect of long-term employment must be emphasized.

Methodology

In order to meet the immediate needs which are required for a greater employment focus, summer institutes, workshops, and on-going on-site technical assistance will be imperative. Furthermore, vocational

education, special education, rehabilitation, and developmental disabilities must present joint interdisciplinary efforts since the employment problem cuts across each of these areas. A critical aspect of short term training is that it must provide a significant amount of field work and be highly practical. There is not the time for theory during intensive shorter training episodes. Guest speakers, role playing, and job site visitations are important ways to simulate interest in staff who are learning new skills related to employment.

In the long run, it is clear that masters and doctoral trained people will be the leaders in the transitional employment area. However, it will take some time before new concepts and philosophies are actually put into practice from current theory. Therefore, large efforts need to be expanded in short-term training activities.

Conclusion

This paper has presented a rationale and a definition for meaningful transition, and a three stage model for implementing transition programs for handicapped youth. A major part of this article has been directed toward emphasizing the necessity for functional curriculum in integrated educational settings with community-based training opportunities. In addition, a series of employment opportunities were presented as community service vocational outlets for special education graduates. Finally, it was strongly suggested that new efforts at retraining personnel be established.

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A Model for Enhancing the Transition of Mildly Handicapped Youth into Postsecondary Vocational Education

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It was once noted that "These are the best of times and the worst of times..." As increased numbers of people have become more aware of the need to improve handicapped persons' opportunities to become gainfully employed, much discussion has focused upon ways to improve the "transition" of handicapped learners from school to work. However, these recent increases in awareness, and concerns about ineffective transition processes, have not obliterated the "new equality" philosophy held by many who believe that providing unique or supplemental services and resources to handicapped persons tends to unfairly diminish the resources which can be allocated to nonhandicapped learners. For example, the Higher Education Coordinating Board in Minnesota recently proposed that it is not the role of community colleges to provide remedial services to students.

It is also clear that many institutions providing vocational education programs to handicapped students need to improve their ability to train and place such students into employment opportunities. Indeed, improved efforts are clearly needed to recruit and/or willingly admit mainstreamable handicapped clients. This need is especially apparent among high-incidence, typically underserved groups such as mildly mentally handicapped and learning disabled persons. Unfortunately, too many educators still lack knowledge about the career opportunities available to handicapped persons and need to better understand how job-related skills can be viewed creatively when seeking job placement opportunities. As student enrollments decline in many postsecondary

vocational programs, a new "open-mindedness" on the part of those educators who were previously unwilling to accommodate handicapped learners' unique educational needs may also occur. Hopefully, post-secondary vocational education programs will now begin to emerge as part of a system which can maximize the employability of mildly handicapped persons, the handicapped group most readily served by existing vocational resources.

Vocational Education's Need For A Transition Model

Prior to the 1980's, the literature in the field of education contained little that focused on concepts related to the effective transition of handicapped populations into postsecondary work-oriented training (vocational education) leading toward gainful employment. Therefore, a telephone survey was conducted to determine the state-of-the-art of transition activities in Minnesota (Brown & Kayser, 1982). That survey collected information from secondary vocational educators, counselors, vocational rehabilitation counselors; parents and/or advocates for special needs students; and postsecondary vocational special needs students.

Minnesota Transition Survey Findings

The survey of transition processes in Minnesota identified a diverse array of informal transition-enhancement efforts. However, formal transition procedures and policies were found to be essentially non-existent. In addition, the informal practices were inconsistent and their validity and impact were unknown. Unfortunately, survey respondents also seemed unable (whether due to lack of resources or lack of knowledge about "best practices") to establish a comprehensive transition system or a transition conceptual model which could serve as the framework for such activities.

National Survey of Current Transition Efforts

After identifying the chaos and lack of direction for transition efforts in Minnesota, a national survey was conducted to determine the nature of transition efforts elsewhere. That survey examined respondents' perceptions of the importance of transition efforts, as well as their interest in examining a useful model of transition processes.

The target sample for this survey represented the vocational education state coordinators for special needs in all 50 State Departments of Education. The relatively high 72% return response rate for this survey provided an immediate indication that transition was perceived as being an important issue among vocational special needs coordinators. As a group, the respondents consistently rated transition as an area worthy of additional investigation. Surprisingly, no respondents indicated that they would not be interested in examining a transition model for possible use in their states. It was evident from the survey that formal, well-designed transition efforts were rare in all areas of the country. It seemed fortunate that 100% of the respondents were interested in hearing more about transition models and research findings as they were developed and validated. As is also indicated by the federal government's current funding emphasis, efforts to conceptualize, develop, and implement effective transition models and programs seem most worthy of societal resources.

National Transition Symposium

Based upon the results of a review of the literature, discussions with a wide variety of persons involved with special needs learners, and the surveys described above, it became apparent that transition issues should be examined systematically in order to support the development of a

viable transition model. This was accomplished by conducting a national symposium at the University of Minnesota in October 1980. This symposium discussed each of five key areas which were felt to be closely related to transition issues and processes: (a) the impact of vocational special needs legislation, (b) current and emerging legal issues, (c) the role of the recently formed U.S. Department of Education, (d) the role of individualized education programs (IEPs), and (e) research priorities which may impact future transition model development, implementation, and operation activities.

Symposium contributors presented papers on each of the five selected topics. In addition, each paper was critiqued by a reviewer who analyzed key points, potential problems, and possible alternative solutions. After the symposium, it was even more evident that improved transition processes were needed to substantially increase the effective transition of handicapped members into the workforce via postsecondary vocational training programs.

Building a Viable Transition Model

The development of an effective conceptual model for transition processes should be approached while acknowledging the following: (a) educational institutions are diverse and, thus, are often incompatible in terms of their philosophies and practices related to handicapped learners; (b) many vocational educators have inadequate training and/or negative attitudes which impede their ability/willingness to serve handicapped students; (c) the federal mandate to serve vocational special needs populations involves complex interagency linkages among a wide array of organizations in emotionally/politically charged environments; and (d) most processes and policies for attacking these transition-related

problems are based on speculative "educated guesses" and have yet to be proven acceptable or effective (Brown, 1981).

Desired Attributes of a Transition Model

Given the known complexity of the conditions under which efforts to implement transition processes must take place, a broad conceptual model must first be developed to guide transition efforts. As a result of previous research efforts which focused on the transition issue, the following attributes seem to be mandatory for any transition model implementation effort to be effective.

1. An inter- and intra-institutional focus: (a) Transition processes should transcend disciplines, agencies, and institutional boundaries in order to identify and access appropriate sources of information and services; and (b) cooperative agreements should be established to expedite the appropriate flow of information that will enhance transition-related activities.
2. Appropriate assignment of personnel duties: (a) A transition "contact person" should be established within each cooperating secondary school and agency; and (b) a "transition manager" should be established, within each postsecondary vocational institution, who would have prime responsibility for implementing and maintaining transition-related efforts.
3. Pre-instructional orientation of students: Students entering vocational programs should be made aware of the following: (a) the nature of each vocational program in relation to their needs, interests, and abilities; (b) the range and location of

related employment opportunities; and (c) the type of counseling and other support services available within the institution.

4. Effective identification and assessment of special needs students: All postsecondary vocational students should be continuously evaluated by their instructors in terms of educationally relevant criteria that will identify potential transition-related problems and solutions quickly and effectively.
5. Adaptability of instructors and curricula: Instructors and their instructional programs should be adaptable to the unique educational needs identified among handicapped students.
6. Formal, revisable transition policies and practices: A monitoring system should be provided to examine and evaluate the effectiveness of each stage of the overall transition process.

Focusing On Postsecondary Vocational Transition

When this research project was first initiated in Minnesota, transition enhancement efforts were focused primarily on achieving the effective transfer of information about students already identified as having "special needs" from secondary schools to postsecondary vocational institutions. This focus was abandoned, however, when it was unexpectedly found that over 80% of the students in the project's field-study sites were entering postsecondary vocational programs from sources other than secondary schools (e.g., military, unemployment).

In order to assure a broader perspective, the project's transition model was designed to focus on all students in postsecondary vocational settings (i.e., handicapped and nonhandicapped). In addition, the model focuses on students in their current educational environment by identi-

fying students who actually need support services to make their transition into and through a postsecondary program, regardless of prior labels or performance levels found in previous educational settings. This identification process, however, has necessitated a need for ready access to educationally relevant information about students in order to enhance the vocational educators' ability to plan and deliver educational activities that acknowledge each student's strengths and weaknesses. Unfortunately, many vocational educators have not been adequately prepared to focus on relevant student needs but instead are influenced by labels, myths, and misleading generalizations or false assumptions about handicapped learners.

The Transition Model Emerges

Vocational education-oriented transition models should be conceptual representations of systems that enhance the educational and employment potential of individual learners by guiding efforts to maximize: (a) the performance of learners, (b) the appropriateness of the content and performance standards of educational programs, and/or (c) the teaching/learning environment. Therefore, such transition-enhancing systems should result in a variety of benefits such as the reduction of frustration levels among both students and educators. In addition, the percentage of students who drop out before developing skills that can lead to employment should decrease when appropriate support services are provided quickly and effectively to students and staff (Brown & Kayser, 1982).

The proposed transition model is drawn from a synthesis of a variety of sources: (a) the Theory of Work Adjustment (Dawis, England, & Lofquist, 1969), (b) a theory of instruction (Smith & Currey, 1984), (c) a

theory of health services delivery (Davidson & Perloff, 1981), and (d) an approach to selecting rehabilitation practices, the "three C's" (Krantz, 1981). This transition model (Brown & Kayser, 1982) describes the processes that impact all students enrolled in postsecondary vocational education programs. The model also reflects the scope of activities designed to enhance the successful flow of special needs students into and through vocational education programs. The relationship between these two areas of activities (depicted in Figure 1) is one in which transition enhancing activities supplement the typical educational processes. The educational processes contain three stages: (a) input, (b) process, and (c) output. Likewise, transition-enhancing activities can be sequenced into the four steps of the "educational cycle": (a) assessment, (b)

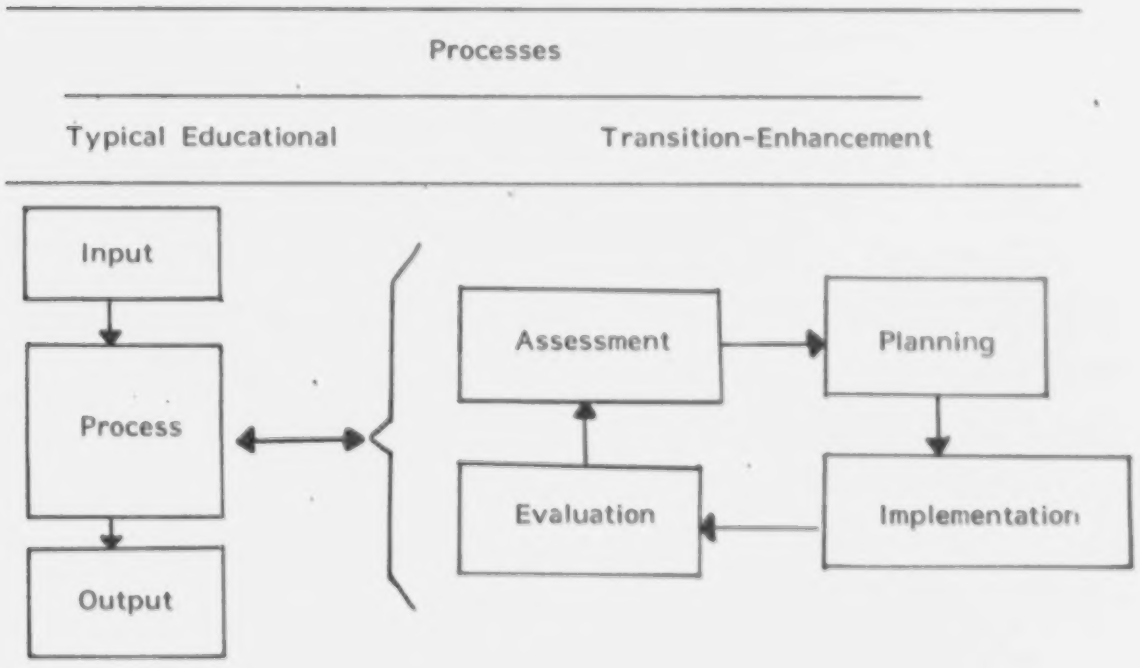

Figure 1. The relationship of transition-enhancing processes to the overall educational process.

planning, (c) implementation, and (d) evaluation. Clearly, transition-enhancing activities are associated with the "process" stage of the educational experience.

To understand the transition process it is helpful to closely examine the components from both sides of the relationship depicted in Figure 1. Figure 2 lists, in greater detail, the following attributes of typical educational processes: (a) outreach ("input"), (b) application for admission to a program of instruction ("input"), (c) counseling ("process"), (d) admission to a program of instruction ("process"), (e) instruction ("process"), and (f) program completion/non-completion ("output"). The process-oriented components in Figure 2 interact with the following transition-enhancing activities: (a) formal and informal assessment of how well students' and institutional needs and resources correspond; (b) the planning of strategies which will help students meet institutional demands and help institutions meet students' needs; (c) the implementation of strategies to correct, compensate, or circumvent (the "3 Cs") problem areas where student and institutional needs and resources don't correspond; and (d) evaluation of the effectiveness of the "3 C's" strategies to increase the level of correspondence between students' and institutions' needs and resources, e.g., enhance the likelihood that students will successfully complete their programs of study.

The "3Cs", correction, compensation, and circumvention, deserve further elaboration because of the integral role they play in the transition-enhancing process. According to Krantz (1981), a person is labeled as being handicapped because of the interaction between the person's characteristics (in a simplistic sense, the person's disability) and the requirements of the environment (e.g., employment or training

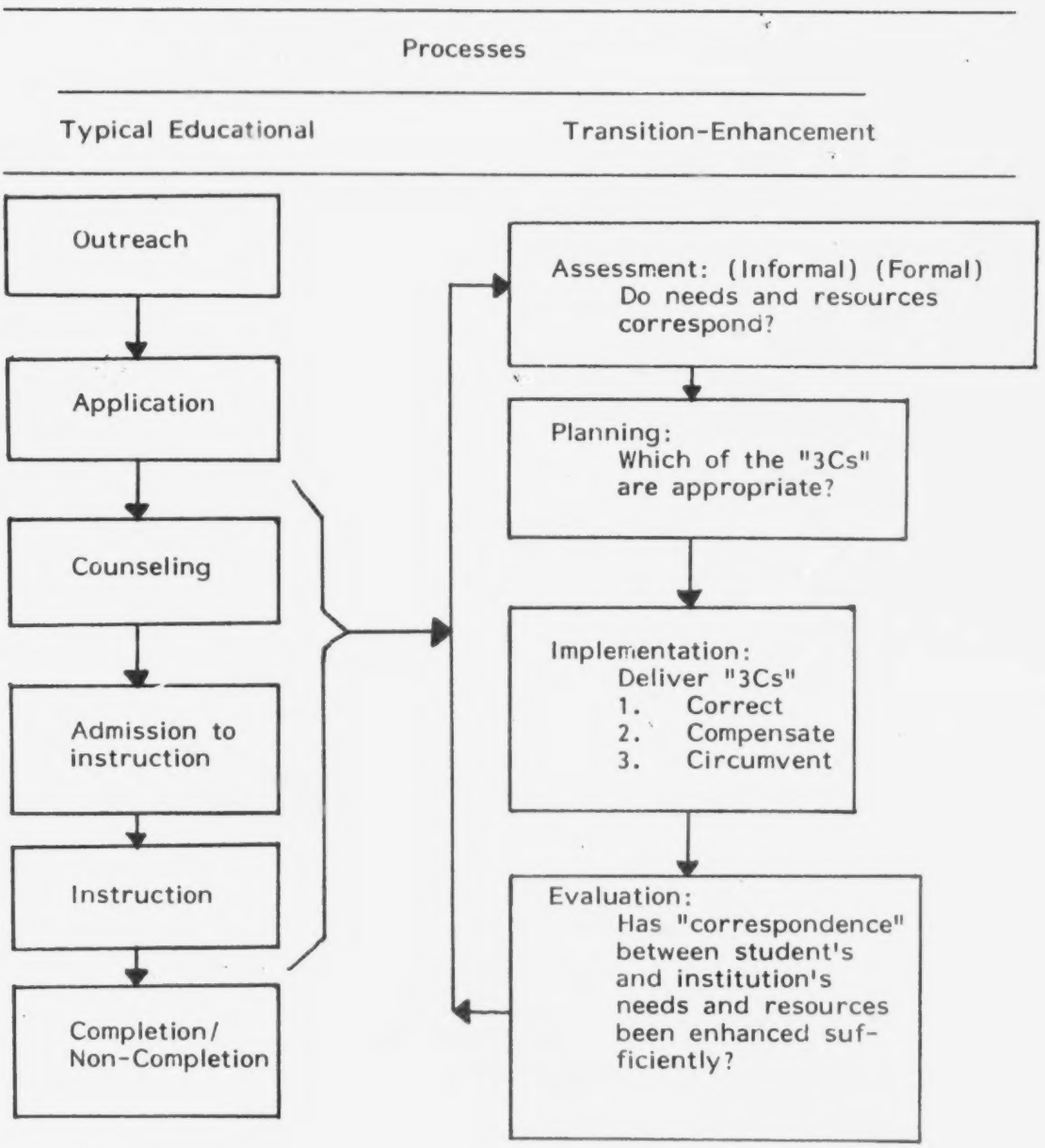

Figure 2. Relationships Between Major Components in the Educational Process and Transition-Enhancing Processes.

setting). A problem (in this case a handicap) arises when the person's characteristics and the requirements of the environment do not match. The task of the educator is to develop strategies to minimize the discrepancy or enhance the match to some initial acceptable level. One way to accomplish this is through the use of correction strategies. With correction strategies, the disability or constraint in the environment would be diminished or eliminated so the person-environment interaction could be more successful. For example, a corrections strategy might be the provision of remedial reading services. A circumvention strategy would consist of finding an alternate programming strategy that would enable the student-environment interaction to occur at acceptable levels (e.g., counseling a physically handicapped student to consider computer-based occupations rather than more physically demanding occupations). The third strategy, compensation, enhances strengths or assets so the match between the person and the environment is more acceptable (e.g., the use of prosthetic devices in employment settings). Krantz (1981) has stated that the "3Cs" can be used in isolation, together, or sequentially.

Transition-enhancement processes typically should continue for each student until she/he completes a program, drops out, or is dropped from school. Most problems will be resolved by students and their instructor(s). However, handicapped students often have unique educational needs which exceed the ability and resources of instructors. In such cases, it is important that these students be identified quickly and referred to appropriate support service staff and/or social services agency personnel..

A Theoretical Framework for Monitoring Student Transition Success

Kayser (1984) adapted the Theory of Work Adjustment (Dawis, et al., 1964) to create a model of educational adjustment which is believed to be capable of predicting which students are likely to successfully or unsuccessfully complete their vocational educational programs. Essentially, Kayser's model hypothesizes that students should find their educational programs to be "satisfactory" and that the educational staffs' view of a students' "satisfactoriness" should also be at acceptable levels. If either or both of these variables fails to "correspond" within minimal acceptable levels, the student's level of educational adjustment is said to be low. This can result in the student being forced out of a vocational program or the student deciding to drop out of the program.

In order to monitor students' levels of satisfaction and satisfactoriness, it has been necessary to develop and validate corresponding instruments. (Instruments are available from the author by request.) By periodically measuring educational adjustment levels, it is potentially possible to identify those students who need immediate assistance. These instruments will also give general indications of the variables which are causing problems. Therefore, the satisfaction and satisfactoriness instruments combine to identify potential failure prone students as well as informally identifying their areas of strength and weakness. It then becomes possible to conduct "triage" efforts which assign students to three groups: (a) students whose problems do not justify immediate assistance, (b) students whose problems are so severe or are of a nature that preclude the likelihood that they can be successfully treated, and (c) students whose problems are severe but who can probably be helped if they are treated quickly and appropriately. Thus, the basic premise of

the transition enhancement model focuses on the timely identification of students with low levels of educational adjustment and on the delivery of appropriate compensation, correction, and/or circumvention strategies before those students have passed beyond the "point of no return."

Implications for Personnel Preparation Efforts

Clearly, this transition model raises a variety of potentially important issues that should be considered by persons responsible for providing preservice and inservice personnel development activities. For example, few college/university degree programs or other structured educational learning experiences focus on the tasks of developing and conducting interagency linkages and other collaborative activities. In general, efforts should concentrate on strategies that maximize the effectiveness and efficiency with which handicapped learners in post-secondary vocational education programs are recruited, assessed, counseled, trained, placed into employment settings, and provided with augmented financial and instructional support. Teacher educators in vocational, special education, and vocational rehabilitation should all, individually as well as jointly, begin to concentrate more heavily upon these considerations.

In addition, the tendency to focus on generalizations drawn from labels given to handicapped learners should be discarded and replaced by the use of educationally relevant information and strategies for these students. For example, it seems far more useful for an instructor to be concerned about knowing a student's "readiness level" in relation to instructional activities than to make planning decisions based upon a label specifying only a general handicapped category. Teachers should be taught to consider each student's needs in terms of: (a) how to best

structure/organize instructional contents, (b) how to select appropriate goals and objectives, and (c) how to sequence instructional units/activities so that they will be most easily comprehended. In addition, teacher educators should discuss the actual delivery of instruction with prospective teachers based upon educationally relevant factors, instead of labels which are often meaningless or misleading. Crucial instructional delivery variables for serving individual handicapped students, as well as others include the following factors: (a) the rate at which instructional activities are presented, (b) the frequency of opportunities for students to practice/apply new skills and the proximity of that practice to the instruction, (c) the type of reinforcement that should be provided for positive behavior, and (d) how students can be given feedback about the appropriateness of their behaviors.

Although many educators may find it difficult to let go of the "security blanket" offered by categorical labels, the philosophical shift to addressing the educationally relevant variables listed above could eventually change the ways that teachers approach the task of enhancing the employability of mildly handicapped persons. Unfortunately, as long as state and federal funding schemes are categorically based, it will continue to be unlikely that this obsession with counterproductive generalizations will be abandoned.

Finally, individuals involved in personnel preparation efforts should examine the philosophical implications of the "3Cs." We who serve mildly handicapped learners in postsecondary vocational education programs seem to assume, given enough time and the proper techniques, that we "correct" or "compensate" most of those students' handicapping characteristics. However, it may be advisable to acknowledge that the third "C"

(circumvention) is sometimes the most appropriate strategy. In other words, it may be necessary to remind teachers that they are not deities and that they may encounter handicapped learners whose transition into the labor market will best be served by helping them to select alternate career or vocational training delivery systems. Finally, teacher educators and researchers should accept the mandate to analyze how to better determine when those limits have been reached and how to select/design appropriate circumvention strategies, once those limits have been acknowledged.

Where Do We Go From Here?

Current transition project efforts are being focused on revision and validation of the satisfaction and satisfactoriness instruments in a variety of postsecondary vocational settings. In addition, current and potential barriers to meaningful data collection processes are being identified and analyzed. Certainly, efforts to develop meaningful student information systems should be coordinated with numerous other aspects of the information-intensive processes associated with handicapped learners.

In the near future, this project will also pursue the development of postemployment transition-enhancement processes in cooperation with special education staff from the University of Washington in Seattle. By expanding the transition model to include processes for serving handicapped students after placement on the job, it will be possible to identify and analyze a more comprehensive array of transition issues, practices, and policies. The result would not only enhance the success of efforts to serve the handicapped within vocational education programs, but would also aid the development of better mechanisms to maintain handicapped workers' in gainful employment long after traditional support mechanisms have been withdrawn.

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Discussion Summary

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The three papers just presented are all concerned with the articulation of conceptual models of transition. This review will summarize and integrate the three positions, ending with a short evaluative critique.

Theoretical Foundations

The three authors present somewhat different theoretical models of transition. Will and Wehman offer an organizational and structural model of transition, indicating the types of programs and services that must be provided over a period of time that begins in high school and ends during early adulthood. Brown's model is primarily structural, suggesting components of transition that should be considered, irrespective of temporal and organizational concerns. This review is organized around the dimensions suggested by Will and Wehman, attending sequentially to the high school foundation, bridges to employment, and employment outcomes.

All three authors stress that employment should be the primary outcome and goal of the transition process. Brown suggests that student/client satisfaction should also be considered as an important outcome variable. At the conclusion of this review, I will suggest several other outcome variables that will expand the goals of these models.

The High School Foundation

Will describes the high school foundation in terms of desirable characteristics that should be present in quality programs. Such programs, she asserts, will accomplish four major goals: (a) students will leave school with entry-level job skills, (b) services will be provided in a manner that maximizes student contact with non-disabled peers

and co-workers, (c) programs will attend to students with all types and degrees of disability, and (d) students will learn how to make their own decisions with appropriate help from other people and agencies.

Wehman identifies three characteristics of a good high school program. He begins by suggesting that the curriculum needs to be "functional" rather than "developmental." In other words, vocational training should be structured within the framework of real job requirements, rather than some theoretical approach to "vocational development." In a general sense, this approach has sometimes been described as "social validation."

Wehman's second point (which is similar to Will's) is that services should be provided, whenever possible, in integrated settings with nondisabled peers. His third suggestion is that instruction should be provided, whenever possible and appropriate, in a community-based (rather than a classroom) setting. This suggestion is almost a corollary of his functional approach to curriculum.

Brown's main concern is with the "mainstreaming" of students with mild mental retardation or learning disabilities into postsecondary vocational education programs. He suggests that the successful preparation of students for this option will require programs with the following characteristics: (a) inter- and intra-agency collaboration; (b) appropriate assignment of personnel duties, with someone clearly identified as the manager; (c) pre-instructional orientation of students; (d) careful assessment of student needs; (e) adaptation of curricula and instructional methods to address student needs; and (f) monitoring and evaluation of program outcomes.

The Transition Process

The second stage of the transition model deals with the programs and services that must be provided in order to move successfully from high school into the world of work. The "bridges" model described by Will is both innovative and has become widely accepted as a frame of reference for the transition process.

Three bridges are described by Will as paths to employment. The first bridge, labeled "no special services," refers to the path that will be followed by those who require no services at all or only those services that are generically available to anyone in the community. Postsecondary educational programs are cited as a prime example of generic programs that either are or should be available to adults with disabilities.

Time-limited special services, the second bridge, are available only to people with disabilities, and carry the assumption that client objectives can be achieved in a finite amount of time, after which services can be terminated. Vocational rehabilitation services are cited as a major example of this approach.

The third bridge, on-going special services, represents an extension of the sheltered workshop and activity center concept into the world of competitive employment. While acknowledging that there may be a need for services to be provided indefinitely, the concept of "supported employment" is offered and developed as a means of facilitating competitive employment for people with moderate and severe levels of disability.

Wehman appears to accept the basic premises of the bridges model, turning his own attention to the planning that must occur during the transition process. He suggests that transition planning will be successful only when students and parents are actively involved in the process,

agencies work together collaboratively, and the process culminates in the development of formal, written individualized transition plans.

Brown's analysis of the transition process is derived in large part from his view of transition outcomes. Viewing the latter as a function of both student/client needs and environmental demands, he sees the transition process as implementation of "the three C's." The first C - correction - involves elimination of any gap between personal ends and environmental demands through an adjustment of either or both. The second C - compensation - is similar to correction except that the goal is reduction rather than elimination of the gap. The third C - circumvention - requires identification of a different solution with different environmental demands which results in a better match with given personal needs. Brown also suggests that measures of satisfaction (documenting personal needs) and measures of satisfactoriness (documenting environmental demands) can be used to monitor and evaluate the impact of these strategies.

The Employment Foundation

Employment is the primary goal of transition that has been articulated by all three authors. Will suggests that our first task must be to create more viable and appropriate employment opportunities for people with disabilities. She also suggest that both families and service agencies need to become more involved in job-finding and job-retention activities. Finally, she identifies several major areas that need to be addressed, including minimum wage levels, provision of incentives to employers, "equal employment" practices, and ways of dealing with structural unemployment.

Wehman focuses his attention on the array of employment opportunities that should be made available to people with disabilities. These options include competitive employment, supported competitive employment, enclaves in industry, work stations in industry, specialized industrial training, and mobile work crews. Wehman also reminds us that job finding, job training, and job retention are all part of the complete employment picture, and that retention has been frequently neglected with loss of employment as a consequence.

Brown also asserts that employment stability is an important and often neglected issue. In addition, he suggests that transition efforts can be viewed as successful when both satisfaction and satisfactoriness are "within minimal acceptable levels." Furthermore, he states that measures of satisfaction and satisfactoriness can be used and interpreted in a "triage" manner, indicating (1) who doesn't need immediate assistance; (2) who probably can be helped, if services are provided quickly and appropriately; and (3) who probably shouldn't be served in post-secondary vocational education settings, because the prognosis is poor.

Future Needs

Following the presentation of her "bridges" model, Will identifies a number of Federal priorities for improving transition services. These include research, development, demonstration, and replication of:

1. innovative high school services;
2. cooperative programs between special education, vocational education and vocational rehabilitation;
3. community-based job training;
4. service models that promote integration with non-disabled people;

5. postsecondary opportunities, especially for people with mild disabilities;
6. employer initiatives; and
7. supported employment.

She also indicates an intention to support follow-up studies and program evaluation strategies that will shed light upon the validity and impact of the transition model.

Wehman focuses his attention on personnel preparation changes that he believes will be important in order to improve the process of transition. Above all, he suggests that service providers must focus their efforts on employment, rather than "activities that surround employment" (e.g., prevocational training). Toward this end, he identifies five areas for suggested emphasis in future professional training: (a) job and environmental assessment; (b) functional assessment of students; (c) techniques of job placement and behavioral skill training; (d) techniques for facilitating employment, including soliciting employer involvement, understanding social security benefits and tax credits, and dealing with transportation problems; and (e) techniques for facilitating job retention.

Brown also identifies several issues that are relevant to personnel preparation. He suggests that we have tended to overemphasize the relevance of disability labels at the expense of educationally relevant information. Services will improve, he adds, if we refocus our energy on such issues as: the structure and organization of instruction, selection of appropriate goals and objectives, optimal instructional sequences, selection of the optimal frequency for students to practice new skills, and the types of student reinforcement that work. Brown also believes that we need to improve our data collection procedures and data

management systems in order to monitor and evaluate the transition process more effectively.

Critique

Many useful ideas have been articulated by these three authors concerning the development and implementation of programs and services that will help students with disabilities to make a successful transition from school into employment. This focus on employment as the ultimate goal of transition, however, is both a strength and a weakness of the models that have been presented. Strength is derived by focusing our attention (and our resources) on the unemployment and underemployment that has often been experienced by people with disabilities. Weakness is derived by ignoring or minimizing our attention (and our resources) on other dimensions of community adjustment that must also be experienced in order to enjoy a rich and fulfilling life. The consequences of this imbalance can be troublesome for the student, both in school and in subsequent adult roles in the community.

During school years, we must consider the impact of a vocationally oriented "movement" on the needs of <u>all</u> students with disabilities. Recent data suggest that between 50 and 75 percent of the students being served by special education programs have been labeled as learning disabled (Halpern & Benz, 1984; U.S. Department of Education, 1985). Are these people served well within the context of current models of transition?

Those who need vocational training should certainly benefit from implementation of the current models. Many people with learning disabilities, however, have a greater need for supportive services that will facilitate mainstreaming into the regular academic curriculum,

culminating in graduation with a regular diploma. We should assume that a reasonable proportion of these individuals can benefit from a college education. Additionally, many mildly handicapped persons are capable of obtaining and retaining jobs beyond entry-level positions and/or more sophisticated, untried entry-level positions. Transition for these people should include the possibility of college and/or job opportunities that are different from those that normally follow from vocational education (i.e., traditional entry-level jobs or continued vocational education on community colleges or other vocational settings).

The focus on employment as the primary outcome of transition has potentially harmful consequences even for those who may benefit from improvements in vocational education and training. During recent years, several strong arguments have been presented concerning the necessity of adopting a multi-dimensional approach (i.e., residential, social/interpersonal networks, employment) toward our understanding of community adjustment (Heal, Sigelman, & Switzky, 1978; Irvin, Crowell, & Bellamy, 1979; Halpern, 1985; Halpern, Close, & Benz, 1986). One study has also provided evidence that several important dimensions of community adjustment, including employment, residential environment, and social networks, are almost entirely independent of one another (Halpern, Nave, Close, & Nelson, in press). The implication of this finding is that both school and adult service programs will need to attend to these dimensions separately, if success in one area is not to be offset by failure in another.

In summary, the current models of transition have made and will continue to make very significant contributions toward improving the vocational opportunities and adjustment of people with disabilities.

Since the concept of transition is broader than employment, however, care must be taken to remember and attend to the other dimensions of community adjustment as we develop and improve our school and adult service programs.

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THE ROLE OF VOCATIONAL EDUCATION

Vocational Education's Role in the Transition of Handicapped Persons

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The recent emphasis on the transition of handicapped persons from school to work has caused many segments of the educational enterprise, including vocational education at the secondary and postsecondary levels, to rethink its efforts in this process. In 1968, the Amendments to the Vocational Education Act dedicated 10 percent of the basic state grant to Vocational Education for Handicapped Persons. This took place at a time when most states were not providing special education services at the secondary level. Vocational education set out to serve a population which was poorly defined at the secondary level and unfamiliar to many vocational educators. During the ensuing five years, most State Departments of Education added vocational education staff to implement the sections of the law dealing with vocational education for handicapped and disadvantaged students. Programs were initiated and handicapped students were provided job preparation and training. Although this was a new venture for vocational educators, many positive changes began to take place for handicapped students. Thus, prior to Public Law 94-142, and at a time when special education for secondary students was the exception rather than the rule, many students with handicaps were receiving job preparation and training from vocational educators.

The mission of vocational education is completely different from the mission of special education, rehabilitation, or any other segment of the educational enterprise. The mission of vocational education is to provide occupational preparation for persons representing a wide range of abilities and age levels. Vocational educators are prepared to teach specific

occupational skills that will prepare students to be employed in the competitive job market. Although handicapped individuals are an important population in vocational education, so are disadvantaged persons, persons with limited English proficiencies, displaced homemakers, and persons with no handicapping conditions.

As previously stated, vocational education has generally been identified as the provider of employment preparation for persons with handicaps. With the implementation of Public Law 94-142, however, special education became more involved with secondary programming and employment preparation. In most states now, special education is also providing handicapped students job training through "work study" and other programs in lieu of vocational preparation programs. This is not to suggest, however, that students with handicaps are not enrolled in vocational education programs. In fact, 35 percent of handicapped students in secondary education are enrolled in vocational education programs and 70-75 percent of the handicapped students are in mainstream vocational programs. Statistics from the U.S. Department of Education (1980-1981) also show that the enrollment of handicapped persons in vocational education programs for employment preparation increased 135 percent between 1971 and 1982.

Employment preparation is a major component in the continuum of services that make the difference between a life of dependence and a life of independence for disabled persons. Vocational education will continue to make a significant contribution in this endeavor. However, the source of a handicapped student's employment preparation is determined by the Individualized Education Plan (IEP) Team and is based on the student's individual needs.

In 1979, a national survey of IEP's by the Research Triangle Institute found that the older the age group the smaller the proportion of students receiving IEPs. Interestingly, in an exploratory study, Cobb and Phelps (1983) found that slightly less than half of the IEP's they reviewed from four comprehensive high schools in a large midwestern city were found to contain even one vocationally related annual goal. In order to improve employment preparation for handicapped students, vocational goals must be specified on the IEP. In addition, special educators must:

- Indicate the required vocational services needed on a student's IEP.
- Serve in some cases, as a resource to vocational education by providing supplemental services (e.g., remedial reading).
- In some cases, assist in funding the supplemental services.

Both special education and vocational education need to work together in order to improve the quality of services delivered to youth with handicaps. This joint effort will help to ensure that handicapped students receive appropriate employment preparation.

Secondary education and transitional services for students with handicaps has recently received increased attention through Public Law 98-199, the Education for Handicapped Children Amendments. A model to facilitate this process has been presented in a paper entitled "OSERS Programming for the Transition of Youth with Disabilities: Bridges from School to Working Life" (Will, 1984). This paper focuses on the process of movement from the more protected environment of school, to life in the community and on-the-job, with whatever level of support may be needed. As I view the five part model of the transition process, vocational education's major role today is in the high school foundation component of the process.

This is where vocational education is making its greatest contribution towards full employment of handicapped individuals, particularly for students with mild handicapping conditions. In considering how vocational education can become an even more functional partner in the transition process, some nagging issues must be addressed. These issues include the following:

- The need for increased emphasis on career education for handicapped students beginning in elementary school.
- The importance of including career development objectives in each student's IEP at all educational levels.
- The need to continue to improve the quality of supplemental services available to handicapped vocational education students.
- The need to increase awareness among special educators of the importance of vocational evaluation.

The vocational educator's role is not entirely clear in facilitating the transition of severely handicapped students. Although it appears that the expertise and resources of vocational educators will be beneficial in preparing severely handicapped persons for employment, there are few models to guide us. There are, however, a number of examples of supported employment programs with business and industry where the training is provided at the worksite. Perhaps this is an effective means of providing employment training for persons with handicaps, but more research is needed in this area.

In some states, vocational educators are providing in-school "single skill" training for persons with severe handicaps. Following the concept of supported employment in the transition model, it may also be appropriate to provide supported employment training for severely handicapped

individuals in school. Vocational education staff members could provide specific job skill training, special education and rehabilitation staff members could provide the necessary support to the vocational instructors and the students. Prior to actual job placement, specific skill training with the necessary support may have merit for persons with severe handicaps. We have supported the concept of occupational education and cooperative work experience prior to employment as the ideal for the non-handicapped and mildly handicapped persons. Why would we want less for persons with severe handicaps? The single skill training provided to one individual, or a very small group of severely handicapped individuals, could be provided with vocational education set-aside funds. The supported work/training services on the job would be provided by special education, rehabilitation or other supporting agencies.

An additional way vocational educators could assist with facilitating transition services would be by offering their expertise in preparing persons to provide the necessary support on the job. Vocational education has a large cadre of professionals with expertise in cooperative work experience, that is, coordinating in-school instruction with work experience for students at a job site. The expertise gained through this professional activity could be useful in preparing other professionals to be job coaches, trainers/supervisors, and other support staff. There are strong similarities between the time-limited services component of the OSERS transition model and cooperative work experience while in school. Certainly, vocational education has much to offer in preparing persons to provide the time-limited services or by actually providing the service on a contractual basis.

There is no doubt that vocational educators can contribute to the transition from school to work for severely handicapped persons, as they are presently contributing to the transition from school to work for mildly and moderately handicapped individuals. However, for vocational educators to contribute effectively to the transition of severely handicapped individuals, special education, and rehabilitation professionals must involve vocational educators in the planning and development stages of the instructional models for transition. The mission and goals of vocational education, and the expertise of vocational educators, must be understood by special educators and rehabilitation professionals before role expectations can be realistic.

In closing, I recommend and encourage the development of a supported (in-school) work preparation model involving special education, vocational education, and rehabilitation staff. I further recommend that a national conference for vocational educators on "Transition for Handicapped Persons" be given priority. This conference should be planned to increase awareness regarding the employability of severely handicapped persons, the transition process, and successfully supported work programs.

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Implications for Inservice Training for Vocational Teacher Educators in the Transition Process

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The effort to assist handicapped students in transition from an educational to an employment setting will take planning and cooperation on the part of many individuals. It is often a difficult task to coordinate activities with the numerous representatives who must be involved, particularly if traditional boundaries need to be crossed. One of the most effective methods utilized to plan and coordinate among so many different individuals and agencies is to provide short-term training, usually referred to as inservice. Inservice, with representatives from various areas or agencies sharing information and assistance, has been one of the most effective strategies used by special education and vocational education over the past decade to implement vocational programming for special-needs students.

This paper focuses specifically on the OSERS Transition Model and the implications it has for vocational teacher educators in providing transition inservice. Vocational educators SHOULD take a leadership role in transition activities for they have long been the transition experts training students for employment and placing them on a job. Vocational education has much to contribute.

The OSERS Transition Model

The National Commission on Secondary Vocational Education (1984) examined the role and function of secondary vocational education. Subsequently, they issued their response to A Nation At Risk entitled The

Unfinished Agenda. The Commission cited five areas that vocational education should seek to develop in individual students:

1. Personal skills and attitudes.
2. Communication and computational skills.
3. Employability skills.
4. Broad and specific occupational skills.
5. Foundations for career planning and lifelong learning.

These areas closely relate to the outcomes specified by the Office of Special Education and Rehabilitation Services (OSERS) Transition Model (Will, 1984). The OSERS Transition Model has five major components. Each component when analyzed individually has implications for vocational education and, consequently, for vocational teacher educators.

High School Foundation

A major component of the transition model identifies curriculum, particularly vocational education curriculum, as critical to providing handicapped students with entry-level job skills when they leave high school. The OSERS model stresses that competencies taught within vocational education programs must meet the needs of local community employers. Vocational education recognizes this responsibility and strives to accomplish the goal by the use of vocational advisory committees comprised of local employers within a particular field of employment. The advisory committee provides input into the vocational curriculum to keep it relevant and current in relation to the needs of the local labor market.

Vocational education can contribute to special education by providing special education teachers with information regarding vocational curriculum. Traditionally, special education teachers have not been familiar with vocational training options for secondary handicapped students. While this

deficiency is slowly changing, it has over the years contributed to the lack of understanding between special education and vocational education. Certainly, preservice education traditionally did not inform future special-education teachers of the benefits of vocational education. However, cross-training in the inservice area during the '70s and '80s has sought to rectify the problem.

Together, educators of special education and vocational education can identify entry-level skills which enhance a handicapped student's chances of succeeding in a vocational program. The special education teacher can provide direct entry-level skill instruction prior to a student's entrance into a vocational program. Currently, an entry-level skill curriculum is being taught by special educators in Missouri which is coordinated with vocational educators. This cooperative programming was initiated and implemented through inservice training.

As part of the high school foundation, vocational education teaches problem-solving and analytical skills through applied and small-group learning activities. It reinforces basic communication and interpersonal skills and promotes skill transferability to other settings (National Commission on Secondary Vocational Education, 1984). Undoubtedly, this provides basic transition skills for all students, but most certainly for handicapped students.

Organization, in addition to curriculum, is another way in which vocational education can assist in the transition efforts at the high school foundation. Vocational education can provide opportunities for handicapped students to be trained in job-readiness skills alongside their nonhandicapped peers. Vocational education can offer students integrated settings and exposure to nonhandicapped co-workers, not only in the

classroom but also in the community. Traditionally, vocational education has utilized the community to a greater extent than any other segment of education.

Vocational teacher educators have obvious leadership roles within the OSERS component of the high school foundation. They can provide inservice for vocational educators, special educators, parents, agency personnel, and employers. "Competency Based Vocational Education" (CBVE) and "Task Analysis" are examples of topics for vocational teacher educators to deliver, but their expertise goes well beyond such topics. For example, "Entry-level skill training" (mentioned previously) can be conducted during an inservice setting and can easily be facilitated by vocational teacher educators. Entry-level skill training is a process whereby a facilitator assists vocational instructors and special education teachers together, as a team, through a series of steps which identify critical skills that enhance student success in vocational programs. An example of an entry-level skill would be the identification of common small tools to be utilized in the vocational class or how to read a ruler to 1/16 of an inch. These skills can then be taught in a special education classroom prior to vocational placement, thus facilitating the student's success in quickly adapting to vocational jargon and activities.

Transition Without Special Services

The first bridge from school to employment in the OSERS model is "transition without special services." Students making the transition in this way essentially find their own employment. Vocational education promotes the idea of students finding their own employment through their families, their neighbors, or someone they know in the community. Vocational education has always taught "resource" skills to students as

part of their vocational training, such as, job-seeking skills, interviewing skills, and many other successful strategies. Vocational education is designed to be responsive to the needs of community labor market and is an excellent source of employees for the various community employers.

Vocational teacher educators are logical facilitators for providing inservice training in teaching other educators these proven methods of job-search skills. Vocational teacher educators can provide training on topics such as "improving the utilization of community resources," and they are often asked to provide training for vocational advisory committees as well. Vocational teacher educators understand the labor market and the perspective of employers about employment.

Vocational instructors traditionally have found themselves in the position of providing vocational counseling to students, particularly when a vocational counselor was not available. Vocational educators and special educators need to possess career/vocational counseling skills with regard to handicapped students, particularly in light of the mandates of Public Law 98-524, the Carl Perkins Act. Vocational teacher educators can, along with other disciplines, provide basic vocational counseling training to educators through inservice sessions. This is not to imply that counselor educators cannot provide the training, but rather that vocational teacher educators have a major contribution to make in training other educators in basic vocational-counseling skills.

Transition With Time-Limited Services

OSERS has identified "time-limited services," such as vocational rehabilitation, postsecondary vocational education, and other job-training programs, as temporary services that lead to employment (Will, 1984). The role of vocational education is obvious. Any vocational training pro-

gram which assists a student in entering the labor market is of major importance to vocational education. Vocational teacher educators have specific knowledge and expertise with regard to job training programs and supportive services which help individuals acquire a job. Vocational education and vocational rehabilitation have similar roles and responsibilities in this regard. An important competency for vocational teacher educators to acquire is the basic understanding of vocational rehabilitation policies and procedures in order to transfer such knowledge. Through collaborative efforts and cooperative agreements, state agencies, such as: vocational education, special education, and vocational rehabilitation, need to allow maximum flexibility in providing support services for eligible individuals so they are not prevented from receiving the time-limited services they need. This kind of information is easily delivered through inservice sessions.

If vocational teacher educators have not previously had a working knowledge of the alternatives and options available to handicapped individuals when they are transitioning into employment, now is the time. Additionally, vocational teacher educators must also promote and explain collaborative efforts to those attending inservice sessions.

Transition with Ongoing Services

Vocational education traditionally has not been involved in the third bridge of the transition component, transition with ongoing services. Mental health, public welfare, and vocational rehabilitation have been the primary agencies in this transition component. While the concept of supportive employment programs is not totally unfamiliar to vocational education, it is the bridge that may require the most intensive inservice efforts.

This particular transition component will require vocational teacher educators to acquire new information regarding various agencies and the services they can and cannot provide for the enhancing employment through ongoing support. New materials will need to be developed in order to identify exemplary programs as well as various organizations and agencies that may be appropriate to provide training and resources for supportive employment options. These new materials will need to be disseminated and, logically, inservice on the utilization of such materials will be needed.

Follow-through is critically important to the success of handicapped students who require ongoing services. Without intense follow-through efforts, the students who require ongoing services will not have a successful transition from school to work. Supported employment options are understandably the most expensive and most complex transition services to provide because no specific federal agency is responsible for program assistance, evaluation, and funding (Will, 1984). Therefore, the materials and inservice sessions which result from this component take on critical importance.

The Employment Foundation

Regardless of the vocational training and transition services offered, successful transition into employment will require a variety of employment opportunities. Many factors control employment opportunities, such as the status of the economy, job discrimination, and structural unemployment. Vocational education has long struggled with these issues and can provide pertinent information regarding labor market information.

Vocational teacher educators presently conduct research with employers, teach business and industry collaboration, and provide informa-

tion regarding government incentives. These areas are major components of vocational teacher educator's knowledge base, and can be taught by inservice methods to other teachers.

Implications for Vocational Teacher Educators

Wehman (1984) stated that there is a substantial need for improving the inservice and preservice preparation for personnel involved in the employability of handicapped youth--the problem of untrained personnel is critical. Wehman suggested that until this point, the focus of teachers in the field has not been on employment, but rather on activities which surround employment, such as simulated work. Roles will need to be reformulated and further delineated in the areas of job placement, job site training, and transition into jobs for significant change to occur (Wehman, 1984). Once the roles have been established, training content can be identified and the methodology which can best provide the training content can be developed and implemented.

If new roles are emerging for educators, then vocational teacher educators will also need to assume a new challenge. To an extent, vocational teacher educators have already been curriculum specialists, material developers, and consultants. However, in the area of transition for the handicapped, their roles are expanding to an even greater degree.

Curriculum Specialist

Additional curriculum expertise will be needed by vocational teacher educators if they are to deliver inservice. They will need to provide information not only on topics such as "Vocational Instructional Management Systems" (VIMS) and "Competency Based Vocational Education" (CBVE) but on special education curricula, particularly the prevocational and generalizable curriculum which can be taught by special educators to enhance a student's success in vocational programs.

With an increased focus on assessment in Public Law 98-524, the Carl Perkins Act, questions on functional and relevant assessment will arise time and time again. Vocational teacher educators need to be prepared to respond to questions about assessment, and eventually, employment placement. These assessment and placement questions may require vocational teacher educators to acquire new skills.

Material Development Specialist

New materials will be forthcoming in all transition components, but will be needed specifically on ways to implement the transition process with ongoing services. Vocational education can make contributions in this area since its basic premise is to train students for employment. However, material development in this component will need to be a collaborative effort between educators in special education and vocational rehabilitation.

The particular contributions of vocational teacher educators to material development will be the understanding of the employment process, unemployment, support programs, employer's considerations, and utilization of community resources. Such materials and information can easily be disseminated through inservice programs.

Consultant Specialist

Ongoing technical assistance and consultation will be an integral part of enhancing transition efforts for handicapped youth. Consulting skills in this area are already in demand. Public school systems and employers alike will need assistance. Labor-market information and employer priorities are not something the educational community has traditionally utilized, so the need for technical assistance will increase. Vocational teacher educators are logical providers of technical assistance on employment, training, and transition issues.

Resource/Community Specialist

Vocational education utilizes community information from employers to provide training to students seeking employment at the conclusion of their education. Knowledge about the community's needs and how to translate that information into meaningful education is a major goal of vocational education. Vocational teacher educators can conduct inservice sessions which provide information on how to utilize community resources to vocational educators, special educators, and vocational rehabilitation personnel.

Transition Inservice Programs

Transition is THE topic of the '80s. Every conference has a session on transition, every journal has an article about it, and every state is struggling with how to implement transition services for youth with handicaps. Transition models are being developed currently, as they once were for career education. Regardless of what model a local educational agency (LEA) selects to begin its transition efforts, one thing is certain: inservice programs will be a part of its plan.

Some suggested guidelines that LEAs may find useful in planning their transition inservice efforts are:

1. Select the definition of transition and the model most compatible with the district's educational philosophy.
2. Develop an outline of program options, curriculum options, and the support services available to handicapped students in the district.
3. Determine where voids in curriculum and program options exist (as they relate to transition).

4. Develop strategies to fill those voids (such as writing discretionary proposals/grants to provide the district with additional resources).
5. Identify personnel who will be involved in all components of the transition efforts.
6. Select inservice topics appropriate for the personnel involved in transition efforts.
7. Select presenters who are appropriate for the inservice topics (such as vocational teacher educators, agency representatives, employers).
8. Select materials needed for inservice.
9. Conduct inservice sessions to determine future goals for transition efforts.
10. Outline a transition implementation plan for the district.
11. Evaluate inservice sessions.
12. Schedule follow-up, inservice sessions with participants to provide feedback and the necessary resources or support services promised.
13. Determine the ultimate results of inservice activities and the actual impact on the transition of handicapped students to employment.
14. Plan future inservice sessions, as indicated by the evaluations and the followup feedback.
15. Identify and examine transition alternatives and options not previously explored by the district.

Wehman (1984) wrote that a critical aspect of short-term training is that it must provide a significant amount of field work and be highly

practical. He said there is no time for theory during inservice training. Guest speakers, role-playing, and job site visitations are important ways to stimulate interest by staff members who are learning new skills related to employment.

Inservice can only strengthen transition efforts of LEAs. Some major benefits of transition inservice are:

1. Improved Communication Among Vocational Education, Special Education, and Other Agencies. There is no need to elaborate more on the barriers to collaboration which have hampered the progress of handicapped students in receiving adequate vocational training and employment in the past. The barriers have been well documented in the literature. Inservice has been proven as a valuable tool against such barriers, increasing communication and understanding over the past decade.
2. Cooperative Programming Among Vocational Education, Special Education, and Vocational Rehabilitation. Through special education's efforts in prevocational training of handicapped students, students will be better prepared for entrance into vocational programs. In addition, vocational rehabilitation is valuable in providing placement options after vocational training, and often provides funds for vocational training.
3. Placement Assistance with Handicapped Students. Vocational educators are placement conscious! Transition inservice can assist educators by identifying employers, resources, services, and networks which will be helpful in the placement of handicapped students in employment.

Conclusion

Inservice training cannot be the total responsibility of vocational education, special education, or vocational rehabilitation. It is imperative that collaborative efforts provide personnel involved in transition services with information, materials, and expertise from each profession involved in transition efforts. In addition, education must reach out into the community to agencies never tapped before.

Transition efforts, to a large extent, are determined by the approach, success, and skills of the professional staff members responsible for the delivery of transition services. Inservice is the most expedient way to provide staff development to the personnel who find themselves with a mandate to provide transition services (e.g., P.L. 98-199). In order to provide the necessary information required to implement transition services, a well-planned, comprehensive system of professional development is required.

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Implications for Preservice Training for Vocational Teacher Educators in the Transition Process

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This paper will focus on the preservice implications for enhancing the transition process from school to work for handicapped youth. Preservice programs are all training programs which are a part of a teacher certification and/or a teaching degree program. This paper will emphasize the undergraduate program as it pertains to vocational special needs training, however, it will also address the larger issue of teacher education as it has been scrutinized so closely within the past year.

Madeleine Will (1984), Assistant Secretary for the Office of Special Education and Rehabilitative Services (OSERS), has defined transition as "A bridge between the security and structure offered by the school and the opportunities and risks of adult life. Any bridge requires both a solid span and a secure foundation at either end" (p. 3). The implications for teacher educators in the transition process is that we must not only stress the high school foundation by providing sound preparation for the secondary teacher, but we must also deliver information about the employment foundation, whether it be higher education, competitive work, or supported employment. In addition, we must also provide information about the transition between the high school and employment foundations. Just as there are different bridges for different uses, students with handicaps will have different needs in order to make the transition from school to work.

The Relationship of Vocational Teacher Education to the OSERS Model

In the June 1984 issue of Interchange, Will described five components of a transition model. Each of these components has implications for the types of competencies that must be acquired by students enrolled in preservice programs. The first component of this model is the high school foundation. In regard to the high school foundation, teacher education must stress to students in preservice programs the importance of: (a) providing every handicapped student with entry-level skills necessary for employment, (b) providing opportunities for interacting with nondisabled peers, (c) providing work/ study experiences, and (d) teaching personal decision-making skills. Future vocational teachers of handicapped youth need to learn to conduct, interpret, and understand vocational assessment; establish relations with other agencies such as vocational rehabilitation; participate in the development and monitoring of the IEP; and become involved in the transition from school-to-work process.

Will (1984) described the transition process according to three dimensions:

1. Transition Without Special Services. Teachers must be willing to understand that some mildly disabled students will be able to make this transition without any special assistance. They will succeed by their own resources or those that are available to all persons, perhaps through family connections, friends, or contacts they have made through the work/study program. These students are the ones that we must be willing to let make it on their own, without the "labels" they acquired while in the public schools. Recent-

ly, at a postsecondary conference on vocational special needs, several occupational deans and directors commented that students, specifically students with learning disabilities, wanted to try it on their own. These students did not want their high school records to follow them into postsecondary environments. Although it might be useful for postsecondary instructors to have prior information regarding instructional information such as preferred learning styles, compensation techniques, and assessment information, many students are grateful for the chance to make their own way, shaking off the baggage of the label that they acquired in public schools.

2. Transition With Time-Limited Services. Future teachers must be familiar with those services that can open doors to employment or postsecondary education, but may not necessarily be needed once the doors are opened and the way is clear. For example, those same students with learning disabilities who want to go on for postsecondary-level education may need initial assistance through the actual class registration process, or may need the services of vocational rehabilitation to provide a prosthetic device, but will not require these services on a long-term basis. With time-limited services, students may need help initially making the transition from school to work or the transition to postsecondary education, but they will not require continued assistance.

3. Transition With Ongoing-Services. Vocational teachers will be the least familiar with the types of ongoing services that will be necessary to enhance the transition from school to work for students with severe disabilities. Vocational teachers involved in supported employment options will need to become familiar with new types of work models (e.g., enclaves within industry and/or work crews), and with specific instructional technologies that can be used to assist youth with handicaps in acquiring and sustaining employment. In addition, knowledge about other service agencies will have to become a part of teacher-education curricula if vocational teachers are to be familiar with the language, services, eligibility requirements, and cooperative arrangements used by groups such as mental health/mental retardation, public welfare, and vocational rehabilitation.

The last component of Will's (1984) model is the employment foundation. Attention must be given to legislation, not only legislation which affects the schools and the right to education for disabled persons, but also to laws and litigation that focus upon minimum wage issues, business incentives, and equal employment opportunities. Students enrolled in preservice programs must understand how unions work, how important "networking" is, and many other employment related issues. In order for students to acquire all of these competencies related to each level of transition, TEACHER EDUCATION MUST CHANGE.

Changes Needed in Vocational Teacher Education

In 1977, Gary Clark, from the University of Kansas, wrote an article for the Journal of Industrial Teacher Education, entitled "Guidelines and

Strategies for the Coordination of Special Needs Teacher Education." Essentially, Clark was reacting to the major mid-70s legislation (Public Law 94-142 and 94-482) when he stated that, "We are at a stage now where teacher educators can no longer remain in our separate arenas" (p. 28). Clark indicated that legislation spoke to all educators: classroom public school teachers and teacher educators. Included in Clark's paper were recommendations for placement, planning, and evaluation. A synopsis of this discussion is described in Table 1.

The recommendations made by Clark (1977) indicating the need for cooperation among all classroom teachers and teacher educators working with special needs students are clear. Clark, however, did identify barriers for working cooperatively. In particular, barriers within higher education which have affected secondary classroom teachers have included the following:

1. Universities often have one or more vocational education teacher education programs, but have few secondary teacher special education programs. (This situation often exists because most special education programs are heavily oriented toward the elementary student.)
2. Graduate training may be present for one discipline (e.g., special education), while undergraduate training may not be present for another discipline (e.g., vocational education).
3. Difficulties may arise when working within the constraints of existing state-certification programs. That is, certain courses may be required for state certification, which may make it difficult to develop new courses that fit within existing course load mandates.

Table 1

Legislation Implications for Placement, Planning, and Evaluation

	Secondary Education Classroom Teachers	Teacher Educators
PLACEMENT IMPLICATIONS:	Students should be placed in the least restrictive environment. However, a continuum of services is needed in order to benefit all students.	Not all teachers of vocational special needs students will work in the same settings. Thus, regular vocational education as well as special vocational programs are settings in which teacher educators will have to prepare their students to work.
PLANNING IMPLICATIONS:	Participatory planning at the school building level among all personnel involved with the students is an important element in determining what constitutes an appropriate education.	Cooperative planning among all teacher education personnel (e.g., special educators and vocational educators) and state education agency officials is an important element in determining appropriate training.
EVALUATION IMPLICATIONS:	Data needs to be obtained related to school progress in order to re-evaluate the appropriateness of educational services.	Data needs to be obtained related to effectiveness of teacher education programs in relationship to employment preparation for students with special needs.

4. Confusing organizational boundaries may exist. That is, vocational teacher education programs may be administratively housed in a variety of ways which may isolate them from other teacher-education programs. Isolated programs continue to emphasize the problems of turfdom and lack of communication.

In order to combat these barriers within higher education with the least amount of effort, one strategy is typically used in vocational teacher education programs. A resident "expert" in vocational special needs (VSN) is often appointed and called in to do a "dog and pony" show of 2-4 hours in an existing agricultural education student teaching block or an industrial education methods course. In many states, one year projects were funded to conduct these type of sessions in teacher education institutions all over the United States. INFUSION, as it was cleverly called, has continued to prevail in existing vocational courses. A research project by McDaniel (1980) measured the effectiveness of infusion strategies plus other preservice teaching strategies in changing the attitudes of vocational teachers working with mainstreamed handicapped students. By measuring pre- and post-attitudinal tests of groups of students who: (a) had an undergraduate course in vocational special needs, (b) had information about handicapped students infused into an existing vocational education course, and (c) were a control group, McDaniel found that the least effective of all methods of changing attitudes to a more positive receptiveness was by infusing information into existing courses. It is highly likely that the results would be similar if one were measuring cognitive gains, instead of attitude changes. Interestingly, that is precisely what Turner (1980) found in a similar study.

Currently, many vocational special needs teacher educators who previously thought they were doing a great work by providing one-shot infusion sessions, are now beginning to refuse the semester-by-semester requests, and are suggesting that entire courses and/or experiences dealing with special needs populations needs to occur. As a result, many undergraduate offerings are being developed across the country. In a listing of courses taken from the 1984 update of the Vocational Needs Teacher Education directory (Parrish & Braggo, 1984), 238 graduate and 164 undergraduate courses were listed from 46 states and the District of Columbia. These included, but were not limited to, careers in curriculum, assessment, instructional strategies, practica, and other courses developed for special content areas (e.g., the special needs student in industrial arts or homemaking).

Recommendations for Change

To determine what needs to be taught in undergraduate teacher preparation programs, we must do as Clark did in 1977. Teacher educators today, as then, should renew their cohesive relationship with the classroom teacher. Again, this is in response to legislation. This time the legislation includes the amendments to Public Law 94-142 (P.L. 98-199), the Carl D. Perkins Vocational Education Act, and the Job Training Partnership Act. But also, we as teacher educators are reacting to a rash of reports such as "A Nation At Risk" and the barrage of "Quest for Excellence in Education" data. "The Unfinished Agenda," released from the National Center for Research in Vocational Education, is a reaction to many of these reports that seemingly slighted vocational education, but it, too, has major recommendations for the field.

Amid all the debate, Dean C. Corrigan, a person who has spent years researching teacher education says that we are in the eye of the hurricane. We should embrace this time when the focus is on teacher education and capitalize on it. Teacher educators must be responsive to the mandates, critics, and overall renaissance of public education. In the October 1984 issue of VOCED, Terrell Bell responded to Gene Bottoms' concern and inquiry that "vocational education was not being included in the education reform movement that is sweeping our country" (p. 33). Secretary Bell's first response was pragmatic, when he said that "any branch of American education that enrolls more than 16 million persons and has an annual budget of over 7 billion dollars commands a great deal of attention" (p. 33). Bell continued to say that "attention must be directed to both the nature of the content available and to the needs of particular learners. We must demand the best effort and performance from all students, whether they are gifted or less able, affluent or disadvantaged, whether destined for college, the farm, or the industry" (p. 33). He added, however, that although "vocational education is a major supplier of skilled workers to American business and industry; as these clients need change, so too must it (vocational education) change" (p. 33).

Change is a tremendous factor in our lives. Fundamental changes in the world have included changes in the marketplace, technological changes, and individuals changing jobs four or five times a life time. Who succeeds and who fails during these changing times will be determined by who adapts best to change.

This period of change has direct implications for both students and programs that prepare students. To deal with this change, as well as the wide range of individuals we serve, and content areas we cover, vocational

teacher education programs need bridges between many transitional areas (education-to-work, secondary-to-postsecondary, education-to-agencies, local education agency-to-higher education institutions, and state education agencies-to-them-all). We must not be afraid to make substantial changes. Critics are not afraid to deliver harsh treatment if teacher education does not respond to change. Reece (1984) reported that H. Ross Perot, the Chair of the Governor's Select Committee on Public Education in Texas, vowed to "drive a stake through the heart of vocational education" and was vocal with such quotations as "keeping vocational education in the high school is like leaving a little bit of cancer in the human body" (p. 41).

Teacher educators have the responsibility to respond to coherent charges by changing in at least three ways:

1. RESEARCH: We have to know our content and work from a knowledge base that is identifiable and current. We have to look closely at our certification programs and scrutinize the advantages and disadvantages of non-degree and degree teachers of some states having VSN certification and others not having VSN certification. Martin Haberman (1982), Dean at the University of Wisconsin, said "there is no instance of any widespread practice in student teaching programs that is the result of research. Most practices are the result of political arrangements and not research efforts" (p. 69). Excellent personnel development can be achieved best through excellent research.

2. CRITICAL EVALUATION: Teacher education is not exempt from extensive evaluation. It would be wise to use some method such as Stufflebeam et al.'s (1971) model, where teacher educators would habitually look at: (a) context, i.e., whether or not to teach current courses, (b) input, i.e., staying current with resource information, strategies, and equipment, (c) process, i.e., determining the effect of programs on current students in programs, and (d) product, i.e., conducting follow-up to determine the effects of the program on former students.

3. EXPERIMENTATION: Experimentation involves risk taking and is perhaps the most controversial of all previous suggestions. At a time when heads of departments are counting enrollments in colleges and universities, this is not a popular idea, but it should be pursued anyway. An example of risk taking is the development of a six year undergraduate program at Texas A & M University. This program is described further below.

The Texas A & M six-year program consists of: (a) four years, which provides a broad, liberal arts degree and yields a bachelor of science degree, and (b) a fifth year which includes student teaching in approved settings with additional coursework yielding certification. An additional sixth year includes a paid internship, much like the medical model, where teachers are placed (actually hired by school districts) in APPROVED intern sites. After the first full year of teaching (under the direction of a mentor teacher, the principal, and university personnel) the teacher receives a master's of science degree.

This program is much different from the rigid, inflexible, and dangerously narrow degree plans that currently exist in some teacher-training situations. Although this may seem like a new concept, it is not new for many. In 1980, Oklahoma passed Bill 1706 (which became effective in 1982). This bill mandates schools of education to: (a) increase admission standards, (b) require additional clinical and field experience, (c) require passage of subject-matter examinations prior to graduation, and (d) certify beginning teachers for only one year. These beginning teachers are then monitored and mentored by a three-person committee (consulting teacher, principal, and professor). The recommendation of this committee, after one year of the program, replaces the old recommendations made for teacher training institutions upon graduation (Wisniewski, 1982). Deciding to become a teacher may require more of a serious decision than it has in the past. Quoting Corrigan once again, "Teacher educators have no obligation to exemplify what they explicate. The professional college can be no less than a model of the best educational practice known to the profession and society" (p. 38).

Conclusion

In order for vocational teacher education programs to prepare prospective teachers to teach transition competencies to handicapped students, teacher education must be mainstreamed. Teacher education programs must be coordinated with all facets of the university, public schools, industry, and service agencies. We must stop the rhetoric that has characterized this field for the past ten years and move on to change inequities. Rupert Evans (1977) said, "Vocational education teachers with no special education background and special education teachers with no expertise in vocational education are trying to prepare the same types of

students for employment. This situation exists in public schools because there are virtually no teacher education programs to prepare people with both types of skills" (p. 37). That was in 1976. In 1984, in the Journal of Teacher Education, Pugach and Lilly continue to describe "the conceptual gulf between special and general education that characterizes teacher education programs" (p. 49).

WHERE DID SCHOOL PERSONNEL LEARN SUCH CONCEPTS (i.e., the gulf between special and vocational/regular education)? The same way everybody learned them--from our colleges and universities. "It is in the institutions of higher education that school personnel have learned there are at least two types of human beings (handicapped and non-handicapped) and if you choose to work with one of them you render yourself legally and conceptually incompetent to work with the others" (Sarason & Doris, 1979, p. 391).

We in teacher education, must CHANGE. We must also be ready to prepare our prospective teachers to teach students, who like us are also, in transition.

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Discussion Summary

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The papers prepared by Conaway, Parrish and West provide an important examination of how the vocational education delivery system could or perhaps should respond to the transitional services' initiative for persons with handicapping conditions. By using Will's (1984) conceptual description of the OSERS' position on transitional programming, the authors offer numerous insights into the challenges of this employment initiative to the vocational education field. Conaway's paper explores the implications of the OSERS' transitional services model for programming in vocational education generally, whereas the Parrish and West papers examine the model's meaning for the preservice and inservice training of vocational education personnel.

This review focuses on key points presented in the three papers. These points will be presented within the context of Will's (1984) five part model of the transition process, which begins with high school as the foundation for employment preparation, the three levels or types of support services to assist individuals in making a successful transition from school to adult working life (i.e., transition without special services, time-limited services, and ongoing services), and the ultimate outcome of productive employment in the workforce. The review concludes with several observations about the response of the vocational education delivery system to the transitional services' initiative.

The High School Foundation

As Conaway suggests, the greatest contribution of the vocational education delivery system to the employment preparation of persons with

handicaps, particularly those with mild handicapping conditions, has been and will continue to be at the high school level. Primarily as a result of federal vocational education funding over the past two decades, the vocational education system responded by initially establishing special, self-contained programs for handicapped youth and, more recently, with specialized support-service personnel (e.g. vocational special needs resource teachers) by increasing student participation in regular or mainstream vocational education settings. With improvements in the coordination of services between vocational and special educators, and additional special education funding for support services in mainstream vocational education, Conaway predicts continued growth in the enrollment and quality of employment preparation provided to handicapped youth.

The above forecast is in reference to mildly and moderately handicapped students. In terms of programming for persons with severe handicapping conditions, Conaway states that "the vocational educator's role is not entirely clear" (p. 74). Vocational educators could become more involved in supported employment programs, where training for severely handicapped persons occurs at a worksite in the community and is closely coordinated with business and industry. However, Conaway cautions that "more research is needed in this area" (p. 74) to determine if this direction should be pursued by vocational education personnel. Another program option suggested is for secondary vocational educators to provide what Conaway calls "in-school single skill training." In this option the vocational teacher would provide specific job-skill training in the school setting. The services necessary to support this instruction would be delivered by special education and/or rehabilitation staff.

In terms of the high school foundation, Parrish and West view the coordination of services between special and vocational educators as being key to improving the employment preparation of handicapped students. In particular, West emphasizes such coordination in identifying the entry-level skills needed for successful participation in vocational education. Once identified, special educators could use this information in preparing students for a smooth entry into vocational education. Vocational teacher educators can contribute to this effort by initiating inservice programs for both special and vocational educators on entry-level skills training. Parrish also advocates entry-level skills training at the preservice level, along with instruction in such areas as: (a) providing work experiences for handicapped students; (b) conducting, interpreting and understanding vocational assessment; (c) establishing relations with adult service agencies (e.g., vocational rehabilitation); and (d) participating in IEP and transitional programming processes.

Transitional Services Provisions

The role of vocational education personnel in helping students make a successful transition from the high school setting to full-scale entry into the adult workforce will vary according to the degree or level of assistance needed.

Transition Without Special Services

As Parrish states, "teachers must understand that some mildly disabled students will be able to make this transition without any special assistance" (p. 93). Through individual initiative and family, friend and employer contacts in the community, independent transitioning will occur. We must encourage student initiative during the transitioning process and

avoid the potentially damaging alternative of what Cobb & Danehey (1985) referred to as "over-programming" for the individual.

To facilitate independent student transitioning, West suggests that vocational educators build into their existing curricula those counseling and instructional activities which increase student understanding of the resources available in the community. Instruction on the inclusion of these skills in the vocational curriculum should be a component in the preservice and inservice training of vocational teachers.

Transition With Time-Limited Services

Vocational educators could be of assistance to students needing extra, short-term help in obtaining access and entry into postsecondary and/or employment settings. Establishing a contact source for the student at a post secondary institution or linking a student in need of a rehabilitation service with a rehabilitation counselor are but two examples of how vocational educators can help.

While vocational educators may be familiar with employment and post secondary personnel in the community, they may not be acquainted with the various community-based agencies that provide specialized services to handicapped adults (e.g., rehabilitation services, mental health). Hence, instruction about the availability and use of these agencies needs to be included in preservice and inservice vocational teacher education programs.

Transition With Ongoing Services

The authors agree that this extended level of service provision is the least familiar area to most vocational educators. For vocational educators involved in school or community-based supported employment programs, their training will need to include an indepth understanding of related service agencies (e.g., mental retardation, public welfare) and

the various work models (e.g., enclaves, work crews) and specialized instructional technologies used in sustained employment and training settings.

The Employment Foundation

Helping students understand the dynamics of the workplace is an area that vocational educators should be teaching as an integral part of their ongoing curricula. Through a combination of the vocational educator's experience in the workplace and the knowledge gained through preservice and inservice instruction, she/he can provide students with important information about such worksite considerations as job discrimination, employee rights and responsibilities, unionism, wage and fringe benefits, and career paths in an occupational area. In addition, this type of workplace information could be shared with special education colleagues so that coverage of this area is also provided to handicapped students who are not enrolled in vocational education.

Implications and Observations

The delineation of specific roles vocational educators could or should assume in the transition process implies that active involvement of the vocational education sector is essential for successful implementation efforts at the local level. To help members of the vocational education community translate the conceptual transitional services' model into operational reality, the inservice and preservice efforts suggested by Parrish and West deserve immediate attention. The locally-based inservice direction proposed by West represents a change strategy which should produce many positive outcomes at the implementation level. The call by Parrish for focused research, evaluation, and experimentation at the

preservice education level is long overdue and necessary for advancing the teacher education field.

In terms of programming for students with handicaps in regular vocational education, two additional observations are offered. First, vocational education has historically served mildly handicapped students and this trend will continue. Vocational educator involvement in programming for persons with moderate and severe handicaps may become more prevalent than in the past, but this involvement will be of limited scale in comparison to the mainstream effort for mildly handicapped students. Factors such as the following will perpetuate the status quo: (a) high incidence of mildly handicapped students among the total school age handicapped population, (b) federal vocational education legislation and funding provisions which encourage the delivery of services in mainstream settings, (c) vocational educator reluctance to work with "higher risk" students, and (d) expanded special education involvement in providing vocational training to persons with moderate and severe handicaps.

The second observation pertains to vocational education's role in the transitional service phase; the period in which the student has completed high school programming and is in the process of entering and adapting to life in the adult work world. In recent years federal vocational education funds have been invested in preparing vocational special needs personnel to serve as support service providers to mainstream vocational teachers and students. As noted in the SRI longitudinal study of local implementation of P.L. 94-142 (Wright, Cooperstein, Renneker, & Padilla, 1982), vocational special needs personnel have been effective in crossing the boundaries between vocational and special education. By so doing

they have achieved a greater degree of coordinated programming for handicapped students. Perhaps the role of these "boundary-crossers" could be expanded to include the planning and follow-through of services provided in the transitional phase. This role would, in a sense, be comparable to that of a cooperative education coordinator; providing necessary job placement and follow-up services to assist students in adapting to the work world.

Another transition service option to consider is the training and placement of personnel who would function exclusively as transition specialists for handicapped students in mainstream vocational education. Examples of this approach may be present in a few places, but additional development could be fruitful. The feasibility of the transition specialist in vocational education should be tested, preferably through federal and/or state demonstration monies from both vocational and special education.

A third service option is to affix the responsibility to cooperative education coordinators in vocational education. The efficacy of this approach should also be examined, especially since it represents the most integrated approach within vocational education.

In reality, one or a combination of the three approaches mentioned above may be the "best" option for a particular school district. However, if the transitional services initiative is to take hold in the vocational education sector, two ingredients should be present: (a) systematic study of the various program options for providing quality services to in-transition students in vocational education, and (b) presence of fiscal and personnel support from vocational education. The infusion of personnel training and fiscal program support from special education for

the proposed direction would be appropriate, but only with a similar contribution from vocational education. For positive change to occur in vocational education, it must have endorsement from "within" at the very outset. Hardly a novel suggestion, but one that we have come to appreciate in the integration ballgame.

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THE ROLE OF SPECIAL EDUCATION

A Model for Providing Comprehensive Transitional Services: The Role of Special Education

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The serious difficulties experienced by most students with handicaps preparing for and succeeding in employment is being recognized by the U.S. Office of Special Education and Rehabilitative Services (OSERS) as a major and complex problem for these individuals and those that serve them. At the present time, initiatives from OSERS have prompted national, regional, and state meetings to attempt to address the inadequacies of the current service delivery system so that it can better meet the transitional needs to these individuals. This long-standing problem will be a formidable challenge because even though everyone is for change, they are not so willing if it is they that have to do it! Studies such as the one conducted by Technical Education Research Centers (1980) have repeatedly found that time constraints, red tape, communication difficulties, turfdom, ego barriers, reluctance to share power, and disparate organizational goals hinder successful collaboration efforts among agencies.

The OSERS concept of transition (Will, 1984) identifies three groups of students with handicaps in need of services: (a) those who need no special services except those that might be used by the general population, (b) those who need "time-limited services" such as vocational rehabilitation, and (c) those who will need "on-going services" including supported work environments and other closely supervised adult services. This latter group comprises those individuals who have more severe handicaps and for whom vocational services were not thought possible a few years ago. The OSERS concept of transition is that it is a period that includes high school, graduation, additional post-secondary education or

adult services, and the initial years of employment. A very important aspect of the OSERS concept is that it extends beyond traditional notions of service coordination to address the quality and appropriateness of each service area.

Harold Russell Associates, Inc. (1984) conducted a study of nine state-wide and locally-based programs for OSERS to determine exemplary practices in coordinating special/vocational education with vocational rehabilitation services. They concluded that there were five common planning elements that appear to contribute to effective and lasting collaborative efforts: (a) the concept of career/vocational education is essential to aid students with handicaps in their transition from school to work; (b) written guidelines delineating roles and responsibilities, the sharing of resources and facilities, and the expenditure of money are beneficial in maintaining an interagency program; (c) collaboration cannot be forced--agencies must contribute an equal share of the resources and feel a joint ownership; (d) cross-agency inservice training can aid in the development of interagency coordination; and (e) the assignment of a person(s) or an interagency committee to oversee the local programs and provide support is important, and the local programs must also retain a person(s) to monitor and serve as an advocate for the program. A local team of persons to carry out the transitional program is also important.

Further support to the need for curriculum change and career education resulted from a study of Oregon's high school programs for students with mild disabilities (Halpern & Benz, 1984). Approximately 62% of the school administrators surveyed felt it was important for their district to assume responsibility for transition, and the same percentage were dissatisfied with the services presently provided. They rated the following

as the highest priorities: (a) increasing the involvement of vocational education, (b) staff inservice training, and (c) more appropriate curricula. The need for more appropriate curricula was also identified by 65% of the teachers surveyed as critical for improving their classroom instruction, including regular classrooms. The vocational preparation curriculum area was believed to need the most improvement by the teachers and was the area of greatest dissatisfaction by parents. Only 20% of the parents received assistance in contacting community agencies with half of them reporting that the assistance was sufficient. The study concluded that five goals were essential for improving secondary special education services: (a) more career education opportunities; (b) appropriate interagency agreements; (c) inservice for administrators, teachers, and parents; (d) more appropriate curriculum materials; and (e) a career education component within the IEP.

Hoyt (1983) states that an important first step to address before school and community interaction can truly take place is that parents, educators, and other members of the community must agree on the purpose of education. He identifies two major problems: (a) getting the community to accept responsibility, and (b) getting the schools to loosen their hold. It is the purpose of this paper to present the conceptualization of a curricular approach that will meet most of the transitional needs of those individuals who need special education services. The approach is the "Life-Centered Career Education (LCCE) Model for the Transition from School to Work."

The LCCE Transitional Model

The model presented in this paper is based upon 15 years of developmental work by the writer and his associates beginning shortly before the

introduction of the career education concept in 1971. It is based on a series of past and present federal and state projects that have involved several hundred educators across the country and the work of several leading curriculum experts and theorists. The model is being evaluated and revised as our experiences and field-test activities expand. It is based on the LCCE Curriculum which is published by The Council for Exceptional Children (Brolin, 1978, 1983). The model is illustrated in Table 1.

Inspection of Table 1 reveals a model that is coordinated by special educators until age 21 and vocational rehabilitation counselors from age 21 up with help from other important sources. There are three major but not mutually exclusive instructional components: (a) basic academic skills; (b) life-centered career education skills; and (c) four stages of career development: awareness, exploration, preparation, and placement including follow-up and continuing education. Approximate percentages of time that should be allocated in the curriculum for each of the components is presented. The model promotes the concept of infusion, i.e., that LCCE competencies and career awareness should be taught in regular subjects whenever possible and involve parents and various community resources.

LCCE Transitional Propositions

The LCCE Transition Model is a lifelong conceptualization of the career development needs of all learners. It is based on 12 important propositions that are the result of previous research and experience in the process of career development, education, and preparation of persons with special needs for successful adult functioning.

1. The development of a work personality (i.e., an individual's own unique set of abilities and needs) begins shortly after birth and matures

Table 1

LCCE Transition Model

Level	Elementary	Jr. High	Sr. High	Post-Secondary	Adult Services
CURRICULUM	100% BASIC ACADEMIC SKILLS EDUCATION 50% LIFE-CENTERED CAREER EDUCATION (Daily Living, Pers-Social, Occup. Skills) 0% CAREER AWARENESS	CAREER EXPLORATION	CAREER PREPARATION	CAREER	PLACEMENT, FOLLOW-UP, CONTINUING EDUCATION
RESPONSIBILITY	SPECIAL EDUCATION (Primary) Guidance/Regular Ed. (Secondary) Parents Business & Industry Community Agencies		S. Ed. (P) Voc. Ed. (S) Regular Ed/ Guidance Parents Bus. & Ind. Comm. Agency	S. Ed. (P) Voc. Ed/ VR (S) Comm. College Rehab. Facilities Parents Bus. & Ind. Comm. Agency	Vocational Rehab (P) Independent Living Programs Rehab. Facilities Develop. Disabilities & other agencies Parents Business & Industry

sufficiently only if provided with early and adequate reinforcers in one's environment. Thus, it is critical that schools and parents provide early experiences and reinforcers that are necessary for appropriate career development for and maturity to occur.

2. One's career is more than an occupation. It also includes the important unpaid work that one engages in at home and in various community functions. Thus, one's career is multifaceted consisting of the productive work activity that one does in the home, in avocational pursuits, and as a volunteer for the benefit of the community as well as any paid employment.

3. There are four sequential stages of career development that must be provided if the individual is to acquire the necessary skills that will meet his or her potential and should result in career satisfaction. Career awareness (including self-awareness) should begin even before elementary school and should continue into adult life. The three other stages of career development begin later, as depicted in Table 1, with the extent of need depending on each individual. Sufficient career awareness and career exploration are essential for later success in vocational education courses.

4. There are four major domains of instruction that are necessary for successful career development and living skills to be achieved: a) academic skills, b) daily living skills, c) personal-social skills, and d) occupational skills. Academic skills are those basic functional skills one needs to read, write, compute, appreciate art and music, etc. Daily living skills relate to both independent living and occupational functioning, e.g., being able to manage your finances, maintain a home, care for personal needs, prepare food, etc. They also have occupational connotations.

Personal-social skills relate not only to knowing oneself and interpersonal relationships, but to problem-solving, independent functioning, and other qualities necessary for living and working. The final important domain, occupational skills, should be given earlier and greater attention by school personnel so that vocational interests, needs, aptitudes, and abilities can be recognized and developed and future job satisfaction and satisfactoriness is achieved.

5. Career education/competency instruction can be infused into most subject areas. As indicated earlier, the four domains are inextricably interrelated and can be often taught simultaneously (e.g., teaching important math skills can be done in relation to a LCCE competency and stage of career development). Thus, career education is not a separate course as some still believe.

6. Successful career development and transition requires an active partnership between the school, parents, business and industry, and community agencies that is organized to provide various health, social, psychological, and vocational services for handicapped individuals. Although this partnership is generally agreed upon as necessary, in practice it has been difficult to achieve. This partnership is a major tenet of the "Transition from School to Work" concept that is being promoted. In the LCCE Model, this partnership is inherent throughout the school years and beyond, not just at the high school level. Education takes place in more places than the four walls of the school building.

7. Hands-on experimental learning is an important instructional need of learners with handicaps. Many learners actively respond to motivating, relevant, and familiar learning activities that relate to the real world and its vocation, social, and daily living requirements. Educators must incorporate as many of these experiences into their lesson plan as they can.

8. Normalization through the principle of mainstreaming is critical to successful career development and transitional efforts. Persons with handicaps must learn to live and work with all types of people if they are to survive as adults. Administrators and special educators are the key to the mainstream process. Regular class teachers must be taught better methods to integrate learners with handicaps into their classrooms, and must be given the necessary time and consideration to do so.

9. Cooperative learning environments (e.g., Johnson & Johnson, 1983) are more successful than competitive and individualistic environments in helping learners with handicaps acquire a higher self-esteem, interact more, feel accepted by teachers and nonhandicapped students, achieve more, and behave more appropriately in the classroom. Cooperative learning environments can build positive relationships between all learners.

10. Informal and formal career/vocational assessment is an important component to successful career development and transitional planning. This should begin in the late elementary years with a "Worker Profile" and by late junior high or early senior high years become a more highly organized, formal assessment by a trained certified vocational evaluator (CVE) using a broad armamentarium of reliable and valid measures including specialized/standardized interest and aptitude tests, work samples, job analysis, and job-site evaluations.

11. A Transition Resource Coordinator (TRC) is necessary to assume responsibility for monitoring and implementing transition services. S/he should have a local team of persons to carry out the program as noted by the Harold Russell Associates (1984) study. The most logical professionals for the TRC are the special educator (to age 21) and the vocational rehabilitation counselor thereafter.

12. Appropriate interagency agreements and cross-agency inservice training are important to secure so everyone involved agrees upon and understands the transitional program's goals, roles and responsibilities; and the commitment of resources, facilities, and money. Written guidelines and agreements should be developed after inservice discussions.

Unlike the OSERS concept, the LCCE Model views transition as beginning in the elementary years and extending indefinitely into post-secondary adult services as they are needed throughout the person's work life. Another difference is a broader view of the term work which we conceive as both paid and unpaid productive activity such as that involved in family living, avocation, and volunteer work in the community. We agree with Halpern (1984) who believes two other dimensions of adult adjustment that are of equal importance with employment are a person's residential environment (living and recreational) and the adequacy of his or her social/interpersonal network (family support, friendships, intimate relationships). He recommends transitional programs be directed specifically toward each of these dimensions and not just vocational preparation as inferred in the OSERS document. The LCCE Transitional Model is conceived in the manner suggested by Halpern and can be described as a total-person approach.

Implementing the LCCE Transitional Model

The question is "How can a comprehensive transitional model such as the one described in this paper become a reality in communities which are attempting to prepare handicapped individuals for the world of work and living?" It is apparent that transitional services will only succeed if there is an agency clearly responsible for these individuals throughout their life span, and if there is a truly cooperative spirit between the school, parents, and community. The most well-prepared professionals for coordi-

nating and monitoring the transitional process and its necessary services for each individual are the special educator and the vocational rehabilitation counselor. No other professional is better trained to understand and meet the needs of handicapped children and youth (5-21) than the special educator or the needs of handicapped adults (age 21 and up) than the vocational rehabilitation counselor. This is why they are designated as having primary responsibility in Table 1. Inspection of Table 1 reveals other important contributors to the career development of the special education student. A particularly important collaborator with the special educator and rehabilitation counselor at the secondary and post-secondary levels is the vocational educator who is designated as having secondary responsibility. It is the vocational educator who has the special expertise to provide vocational preparation that will be most relevant for meeting each student's needs, interests, and abilities. Many states now have vocational resource educators who provide assistance to regular vocational teachers so they can better accommodate handicapped students in their classes. Thus, although vocational education is an extremely important component in the transitional services, it should not be given the ultimate responsibility for transition efforts. This responsibility belongs to the Transitional Resource Coordinator (special educator or vocational rehabilitation counselor) who must also appropriately utilize the numerous community agencies, businesses and industries, and family resources.

The key to program change is to involve school and community personnel who will plan, implement, and evaluate the new program. Whenever possible, handicapped citizens and parents should be involved in the effort with the special educator providing the stimulus and necessary leadership. The first step is for a group of interested educators to

organize a transitional team and to gain the endorsement of the school district's leadership personnel (e.g., superintendent, principals, directors of special education, vocational education, guidance, curriculum, and instruction). With this endorsement, the transition team can then organize a central steering committee consisting of other significant school personnel, parents, employers, persons with handicaps, and representatives from such agencies as vocational rehabilitation, job service, developmental disabilities, and JTPA. This committee should come to an agreement on the basic purpose, goals, and objectives of the transitional program. The transition team, with the help of a central steering committee, should develop a transitional model and plan for the central steering committee to review, react to, and approve. The next step would be to prepare and conduct an inservice training program for selected school personnel, parents, and agencies in order to establish cooperation, responsibilities and involvement. After this process, written guidelines and cooperative agreements with agencies can be formalized.

The above steps are general guidelines and will vary according to specific local and state requirements, board of education policies, mainstreaming efforts, resources, and the like. Program evaluation should be an important component after implementation so the program can be modified, if necessary. The LCCE Transition Model described in this paper will require the active participation of many people and a close monitoring effort by the Transitional Resource Coordinator and transition team.

Conclusion

The transition from school to work and successful adult adjustment for handicapped individuals is a complex and difficult task. Our society has become so fast-moving and demanding that employment and independent

functioning is a major problem for a large segment of Americans. To expect most individuals with handicaps to succeed in the labor force and adult living with only short-term training and ill-defined support services leads to only one result--failure! Transitional planning must begin the day the child with a handicap enters a school system so that a blend of academic, daily living, personal-social, and occupational skills preparation can be systematically and developmentally delivered to each student. A comprehensive scope and sequence such as the LCCE Transitional Model is one answer to this problem and need. Special education must become more responsible for developing and coordinating the continuum of transitional services that these individuals need by making certain shifts in philosophy and focus. If it does, students with handicaps will stand a much greater chance of becoming productive and satisfied citizens.

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Inservice Training Implications for Teacher Educators in Special Education in the Transition Process

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The federal transition initiatives from the Office of Special Education and Rehabilitation Services (OSERS), P.L. 98-199 and the Carl D. Perkins Vocational Education Act, P.L. 98-524, have sparked a renewed era of collaboration among various educational fields: special education, vocational education, and vocational rehabilitation. However, the spark of collaboration goes far beyond the three major educational fields. Advocacy organizations, parents, and state task forces on transition, as well as educators, are searching for ways to: (a) design, utilize, and implement functional curricula; (b) provide better integrated school services; (c) further implement community-based instruction; (d) identify ways to utilize and/or implement interagency cooperation; (e) maximize transitional opportunities and services which currently exist; (f) create new opportunities and services which do not currently exist; and (g) provide all of the above via a logical systematic approach.

The effort to assist handicapped students in the transition from an educational setting into an employment setting will take planning and cooperation on the part of many agencies and personnel within the various agencies. It is often a difficult task to coordinate activities with numerous representatives who must be involved, particularly if traditional boundaries need to be crossed and traditional barriers broken down. One of the most effective methods utilized to plan and coordinate activities among so many different individuals and agencies is to provide short-term

training, usually referred to as inservice. In particular, special education has found inservice training to be a very effective strategy for sharing information and assistance; this type of training was used frequently over the past decade in the implementation of P.L. 94-142.

Public Law 94-142 mandates a Comprehensive System of Personnel Development (CSPD). This mandate has provided states the opportunity to provide inservice training to special educators on many topics, in a variety of settings, and has allowed them a great degree of latitude in establishing certain issues as priorities. With the mandate on transition from school to work, many states are issuing CSPD funds to provide inservice training on the topic of transition.

Inservice activities may be delivered in a variety of formats: (a) after school and/or during faculty meetings; (b) during the school year when "professional days" occur (i.e., days set aside for up-dating teachers on the latest innovative practices); and (c) during workshops, conferences, conventions, and seminars.

In order for the transition from school to work to take place, teachers must attain a high degree of awareness regarding the transition process and current transition efforts. Teachers must help to disseminate this knowledge and must assume leadership roles in order to accomplish transition objectives. Inservice training will be a major strategy in disseminating transition information and facilitating its implementation.

The OSERS transition model (Will, 1984) has wide appeal and numerous implications for special educators in providing inservices activities. These implications, and their relationship to the OSERS model, will be discussed below.

High School Foundation

The high school foundation is one of the five components of the OSERS Model. In regard to this component, a functional curricula is one of the major factors that must be considered when teaching youth in high school. Many different skills or competencies can be part of a functional curricula and can be taught at various levels of education. For example, during the elementary years, a functional curricula might consist of daily living skills and career awareness. During the junior high school years, a functional curricula may consist of career exploration and prevocational skills. However, at the secondary level, OSERS singles out vocational education curriculum as being essential if handicapped students are going to be able to leave school with entry-level job skills which will result in some form of employment within the community (Will, 1984). The OSERS model stresses that competencies taught within vocational education programs must meet local community employers' needs. For years, vocational education has used vocational advisory committees comprised of local employers within a particular field of employment for years to identify pertinent skills. The primary task of the vocational advisory committee is to provide input into the vocational curriculum in order to keep it relevant and current to the local labor market needs. But, how does this effect special educators?

Special education curricula must first prepare students with the skills and competencies that will enhance their chance for success if they are to be enrolled in a vocational program. Prevocational skills can easily be taught in special education classrooms. Career education competencies and prevocational skills should be written into all IEPs. Inservice is a method whereby special educators can learn why and how to

do this. Previously, many special educators were unaware of vocational options and alternatives available for handicapped students. While this lack of knowledge is changing, it has over the years contributed to the lack of understanding which is usually referred to as the "turf" problem. Traditionally, preservice education did not inform future special education teachers of the benefits of vocational education, however, these preservice education programs are beginning to change. Teacher trainers in institutions of higher education are finally promoting the notion of interdisciplinary training and are also inserting career and vocational programming into their curricula. Even though this is beginning to occur, we must not assume that problem has been put to rest. Changes in curricula, whether at the secondary level or in teacher training programs, seems to proceed slowly.

In order for the effective transition from school to work to take place, special educators must first ensure that handicapped students are well prepared for vocational training at the secondary level. This preparation can be enhanced by the Carl Perkins Act of 1984, P.L. 98-524, which mandates that educators:

1. Provide information to handicapped students and their parents concerning the opportunities available in vocational education and the eligibility requirements for enrollment in vocational education programs. This should be done at least one year before the students enter the grade level in which vocational education programs are first generally available in the state, but in no case later than the beginning of the ninth grade.

2. Assess the interests, abilities, and special needs of each handicapped student that enrolls in a vocational education program.

3. Provide guidance, counseling, and career development activities by trained counselors.

4. Provide counseling services to facilitate the transition from school to post-school employment and career opportunities.

The Carl Perkins Act has mandated that handicapped students be assessed to identify their interests and aptitudes prior to placement in vocational programs. In addition, this act has intensified and reinforced the concept of the least restrictive environment as specified in P.L. 94-142 by changing the funding formula for "separate" programs, thus encouraging more mainstreaming. Also important is the fact that a student with a handicap can enter vocational programs one year earlier than previously defined; this is referred to as "early entry" in the Carl Perkins Act. Thus, it is important for special educators to be aware of these changes so they can ensure appropriate educational experiences at the secondary level.

Transition Without Special Services

The OSERS transition model consists of three bridges or paths that can be taken to secure employment: transition without special services, transition with time-limited services, and transition with ongoing services. "Transition without special services" is the first bridge in the model and refers to the ways that students find jobs on their own without the assistance of specific social service agencies. Via this path, students often find employment through their families, neighbors, or someone they know in the community. Both special education and vocational education can teach "resource" skills that will enable many students to find jobs on their own. Skills such as job seeking and interviewing will enable students to make the transition from school to work

without special services. These types of employability skills should be an annual goal included on the IEP. If this is to happen, special education teacher trainers will have to provide inservice education to train special educators to write better quality IEPs that contain a career and vocational component. In addition, inservice training can also be used to help special educators provide career and vocational counseling to handicapped students prior to and during the time for transition from school to work, particularly if these services are unavailable in the schools. By teaching resource skills (such as job seeking), assisting in the counseling process, and including vocational goals in the IEP, many students with handicaps may be able to find jobs without special services. If special education teachers lack these types of skills, they can easily be facilitated through inservice methods by special education teacher trainers.

Transition With Time-Limited Services

OSERS has identified "time-limited services," such as vocational rehabilitation, postsecondary vocational education, and other job training programs, as temporary services which are available to help persons with handicaps to enter the labor market (Will, 1984). Both special education and vocational education have similar roles and responsibilities in regard to providing time-limited services. An important competency for special educators (and for vocational educators alike) is to acquire a basic understanding of vocational rehabilitation policies and procedures in order to transfer such knowledge to parents, students, and employers. It is imperative that state educational agencies (SEAs), such as special education and vocational education, use maximum flexibility through collaborative efforts and cooperative agreements in providing support

services for eligible individuals. This is imperative if students with handicaps are not to be prevented from receiving the time-limited services they need. This kind of information is easily delivered through inservice methods and should be delivered by teacher trainers from various fields and areas of expertise.

Transition With Ongoing Services

Special education, along with mental health, public welfare, and vocational rehabilitation agencies will share the primary responsibility for providing "transition with ongoing services." These types of services will be most appropriate for youth with severe handicaps, i.e., those youth that will need ongoing support to acquire and maintain employment. This particular transition path will require the most intensive inservice efforts on the part of teacher educators in special education. Information will need to be imparted on new types of work models (e.g., enclaves within industry and/or work crews) and on specific instructional technologies that can be used to assist youth with handicaps in acquiring and sustaining employment. In addition, knowledge about other service agencies will have to become a part of inservice curricula if special educators are to be familiar with the language, services, and eligibility requirements used by different human service agencies. This transition path is understandably the most expensive and most complex to provide since no specific federal agency is responsible for program assistance, evaluation, and funding (Will, 1984). Therefore, the materials which are developed and the inservice activities which stress the methods to deliver this model component take on critical importance.

The Employment Foundation

Regardless of special education efforts, vocational training, and types of transition services offered, successful transition into employment will require employment opportunities. All persons are at the mercy of the labor market, and there are many factors that control employment opportunities, such as the status of the economy, job discrimination, and structural unemployment. Special educators must: (a) learn about the labor market opportunities with their local community and in the state, (b) understand the implications of these opportunities, and (c) then be able to translate the implications into practice and then disseminate the information through inservice activities. The employment opportunities that exist at the state and local level will have direct relevance for the goals and objectives specified on IEPs or Individualized Transition Plans (ITP). Although only a few states have mandated transition plans (e.g., Massachusetts), the likelihood that these plans will increase in number throughout states is high.

Implications for Special Education Teacher Educators

Wehman (1984) stated there is a great need to improve inservice and preservice programs for personnel involved in the employability of handicapped youth . . . the problem of untrained personnel is critical. Wehman also suggests that until this point in time, the focus of teachers in the field has not been on employment, but rather on activities which surround employment, such as simulated work. Teachers' roles must be reformulated and further delineated for significant change to occur. Once roles have been established, training content can be identified and methodology which best provides the training content can be developed and implemented.

If new roles are emerging for special education teachers, then special education teacher educators will also need to assume new roles as well. To an extent, teacher educators have already been curriculum specialists, material developers, and consultants. However, in regard to facilitating the transition from school to work for youth with handicaps, roles are expanding rapidly. Teacher educators must define what roles will be assumed by whom and when. Several of these roles are described below.

Curriculum Specialist

Additional curriculum expertise will be needed by special educators if they are to deliver inservice training. They will need more information about vocational education, such as: (a) information about Competency-Based Vocational Education (CBVE) or Vocational Instructional Management Systems (VIMS) or DACUM, V-Techs, etc. . . . a new set of vocabulary terms for special educators; (b) information about prevocational curricula activities that can be taught be special educators to enhance a student's success in vocational programs and in daily living skills; and (c) increased information on assessment because P.L. 98-524, The Carl Perkins Act, mandates assessment of all handicapped students prior to vocational placement.

Material Development Specialist

New materials will be forthcoming in all transition components, but will be specifically needed on ways to implement the transition process of ongoing services. Material development in this component will need to rely heavily on information from special educators and vocational rehabilitation personnel. In addition, vocational education will have much to contribute since its basic premise is to train students for

employment. Materials will need to be developed regarding job placement, job-site training, and follow-up maintenance in relation to job-site development.

Consultation Specialist

Ongoing technical assistance and consultation will be an integral part of the transition process. Consulting skills in this area are already in high demand. Public school systems and employers alike will need assistance. Labor market information and employer priorities are not something the educational community has traditionally utilized, so the need for technical assistance will increase dramatically. Special and vocational educators will both need to assume this role, particularly in light of the OSER initiative on transition and the Carl Perkins Act.

Resource/Community Specialist

Vocational education traditionally utilized community information from employers to provide training to students who will be seeking employment at the conclusion of their education. Knowledge about the community's needs and how to translate that information into meaningful education is a major goal of vocational education. Special and vocational teacher educators can team teach, or facilitate inservice sessions, which will provide information on the community and ways to utilize community resources for other special educators, vocational educators, vocational rehabilitation counselors, parents, and employers.

Inservice Programs on Transition

Transition is THE topic of the '80s. Every conference has a session on transition, every journal has an article on transition, and every state is struggling with how to implement transition services for youth with handicaps. Transition models are currently being developed as they once

were for career education. Regardless of what model a local educational agency (LEA) selects to begin its transition efforts, inservice activities are certain to be a part of its plan.

West (1985) suggested a list of guidelines that LEAs may find useful in planning their transition inservice efforts. These guidelines are:

1. Select the definition of transition and the model compatible with the district's educational policy.

2. Develop an outline of program options, curriculum options, and the support services available to handicapped students in the district.

3. Determine where voids in curriculum and program options exist (as they relate to transition).

4. Develop strategies to fill those voids (such as writing discretionary proposals/grants to provide the district with additional resources).

5. Identify personnel who will be involved in all components of the transition efforts.

6. Select inservice topics appropriate for the personnel involved in transition efforts.

7. Select presenters who are appropriate for the inservice topics (such as special education teacher educators, community agency representatives, employers).

8. Select materials needed for inservice.

9. Conduct inservice sessions to determine future goals for transition efforts.

10. Outline a transition implementation plan for the district.

11. Evaluate inservice sessions.

12. Follow-up inservice sessions with participants to provide feedback and the necessary resources or support services promised.

13. Determine the ultimate results of inservice activities and the actual impact on the handicapped students' transition to employment.

14. Plan future inservice sessions as needed by the evaluations and the follow-up feedback.

15. Identify and examine transition alternatives/options not previously explored by the district.

Wehman (1984) wrote that a critical aspect of short-term training is that it must provide a significant amount of field work and be highly practical. He said there is not time for theory during inservice training. Guest speakers, role-playing, and job-site visitations are important ways to stimulate interest in staff members who are learning new skills related to employment.

Inservice can only strengthen the transition efforts of LEAs. West (1985) has specified some major benefits of transition:

1. Improved Communication among Special Education, Vocational Education, and Other Agencies. There is no need to elaborate any longer on the barriers to collaboration which have hampered the progress of handicapped students from receiving adequate vocational training and employment in the past. The barriers have been well documented in the literature. Inservice has been proven as a valuable tool against such barriers and has increased communication and understanding over the past decade.

2. Cooperative Programming Among Special Education, Vocational Education, and Vocational Rehabilitation. Through special education's efforts in prevocational training, students with handicaps will be better

prepared for entrance into vocational programs. Vocational rehabilitation is also a valuable asset for placement following vocational training and often provides funds for vocational training.

3. Placement Assistance for Students With Handicaps. Special educators and vocational educators should be placement conscious! Transition inservice can assist educators by identifying employers, resources, services and networks which will be helpful in the placement of handicapped students into employment.

Conclusion

Inservice training cannot be the total responsibility of any single field, whether it be special education, vocational education, or vocational rehabilitation. It is imperative that it be a collaborative effort or a "team approach." Each professional area must be willing to share information, materials, and skills. Education must reach out into the community and to agencies which may never have been tapped before. Educators must take off their blindfolds, must look beyond the obvious and the traditional, and must become creative.

Transition efforts to a large extent may be determined by the approach, success, and skills of the professional staff who are responsible for the delivery of transition services. Inservice is the most expedient way to provide staff development to the personnel who now find themselves with a mandate for providing transition services from P.L. 98-199 and from P.L. 98-524. In order to provide the necessary information required to implement transition services, a well-planned, comprehensive system of professional development (CSPD) is mandatory. For special educators; CSPD activities can make transition inservice a top priority.

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Preservice Implications for Secondary Special Education: Preparing Teachers to Enhance the Transition Effort

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The purpose of this paper is to discuss the preservice implications for teacher preparation in secondary special education, especially as teacher preparation affects the transition process. Transition is something that many special educators have been talking about for a long time, although the process has not specifically been labeled "transition." Nevertheless, many individuals have been concerned about the same things that the transition movement is facilitating; that is, the preparation of young adults for jobs, for success in the community, and for life in general. Teacher preparation concerns resulting from transition are not very different from those held over the last decade for secondary special education and special needs vocational education. What the transition movement has done is to create a long overdue awareness of the importance of secondary programs for handicapped students. A recent survey of transition projects identified several transition models (D'Alonzo, Owen, & Hartwell, 1985). All of these models have as a basic premise the expectation that students will receive a solid secondary special education program.

Many professionals are now beginning to ride a wave in secondary special education that is long overdue. Among the things that this wave must carry is a commitment to personnel preparation. In order to understand where special education is going on this wave, we need to consider where the field has come from. One way to evaluate past efforts is to look at indicators of growth. It is apparent that in some cases real

growth has occurred. However, in other cases indicators show that what was once considered to be growth in secondary special education programs may, in fact, be an illusion.

In this paper, five indicators of progress will be discussed in relationship to whether they show real, or an illusory growth in secondary teacher preparation in special education. In addition, recommendations for future growth in the area of teacher preparation will be made. Finally, characteristics of good personnel preparation programs will also be discussed.

Growth Indicators: Is Progress Real or Illusory?

The first indicator of growth is the burgeoning demand for specially trained secondary special education teachers. Changing conditions at the secondary level suggest that the shortage of well-trained high school special education teachers is as great now as it was a decade ago. Secondary special education programs are now serving more students and a more diverse population of students than during any previous time as a result of legal and legislative mandates, parental pressure, and improved programming. A clearer delineation of the roles of secondary special education personnel is beginning to emerge in local school districts and state departments of education. Therefore, school district expectations for trained personnel in secondary special education have risen higher. Fewer districts are willing to accept teachers in secondary special education programs who are not adequately prepared to teach. The changing conditions of secondary special education were neglected and have contributed to the problem of not being able to meet the current demand for secondary special education personnel.

While the number of programs to prepare teachers for secondary special education is growing as evidenced by the sizeable increase in the Office of Special Education/Division of Personnel Preparation (OSE/DPP) training projects, program expansion is not moving quickly enough. Confirmation of this can be seen in the extremely high placement percentage of graduates from the programs that do prepare secondary special education teachers. For example, the University of Washington's Secondary Special Education/Vocational Special Needs Master's Degree Program has placed one hundred percent of its graduates since the program was developed in 1979. The demand for program graduates consistently exceeds the supply of graduating students by 300 to 400%. Other similar programs (e.g., George Washington University) also claim that they could place three to four times the number of graduates. Thus, it is possible that many secondary special education positions are still being filled by inadequately prepared professionals who are learning the job while on the job.

If we look at need as an indicator, growth in the sheer number of secondary special education teacher training programs has occurred. However, if this growth is assessed in relation to the present and future demand for appropriately trained personnel, gains are illusory because the need for teachers far outstrips the number of teachers produced by training institutions. Thus, secondary special education has probably gained little by catching up with demand.

The second indicator of growth is the level of commitment made by the university community to sponsor secondary personnel preparation in special education. It is necessary to generate more commitment in this area, not simply maintain whatever commitment may be present. The

increasing attention that is being given to facilitating the transition of handicapped individuals from school to the community is evidence of a growing commitment, as is the increasing state and local emphasis on secondary special education. But, this growing commitment is both fragile and unstable within institutions of higher education if only "outside sources" (i.e., federal grants) are used to support it. One need only compare the number of "soft" money job notices to those notices that advertise "hard" money positions to realize that the transition movement has not yet produced a higher education commitment to secondary special education.

During 1985, an informal survey of several secondary special education teacher training programs throughout the nation was conducted by the University of Washington. This survey revealed that between 75 to 100% of these programs were externally supported. By and large, institutions of higher education have not absorbed these programs under hard money support and given them permanent status with other teacher training program areas. Sitlington and Malouf (1983) found that the vocational education counterpart to secondary special education teacher preparation--vocational special needs personnel training--is also lacking institutional support.

This lack of support is of great concern, especially in light of the President's recommended 1986 fiscal year budget. This budget calls for an $11 million decrease in funding for the Division of Personnel Preparation within the Office of Special Education. This reduction represents approximately 20% of the fiscal year 1985 budget. The two other areas which were reduced in funding within the OSE budget were reduced by $3 million and $1 million. Clearly, federal support for personnel prepara-

tion has been targeted for the largest budget reduction within the Office of Special Education; yet, many of the secondary special education teacher training programs across the country are entirely dependent on these funds.

While Wills' (1984) initiative on transition for handicapped individuals must be applauded, her position paper on the subject fails to address the important teacher preparation issues related to transition. In this position paper, she outlines the implications for federal action. Among these implications are research, development, demonstration, and replication; but not teacher preparation. Will's initiative in upgrading secondary and postsecondary services for individuals who are handicapped is reason to be optimistic that a commitment to secondary special education is developing. This initiative, however, must include teacher preparation.

The third indicator of growth is the degree to which the educational community recognizes the unique roles and functions of secondary special education personnel. Certification is a formal vehicle for recognizing differences in the roles and functions of different teaching assignments. Many states have special certification standards for teachers of special education. These standards require teachers of persons with handicaps to be specially trained for their work. But, over two thirds of the states do not require evidence of special preparation in the form of certification to teach secondary special education students (Beason, 1982). Eligibility or certification to teach secondary special education is very frequently influenced by regular secondary education requirements, rather than those of special education. In many cases a teacher must hold a secondary teaching certificate showing preparation in a content area such

as social studies, mathematics, or English before he or she is eligible to teach special education in secondary schools. Students are often forced to accumulate more university credit hours in a subject area (e.g., English, social studies, math) than in methods for teaching secondary special education. This has lead to supposedly prepared graduates to take jobs for which they lack adequate training.

Teacher preparation in special education has focused primarily on kindergarten through the sixth grade. Graduates of these programs are prepared to teach elementary special education, but in many states are also allowed to teach in secondary schools. Due to this frequent mismatch between preparation and placement, there remains a considerable need for inservice and technical assistance. Actually, another way of looking at the need for inservice and technical assistance is that it adds further support to the need for adequate preservice preparation in secondary special education.

While it may be on the horizon, real growth in the number of states that recognize the separate roles and functions of secondary special education personnel is not increasing appreciably. The absence of separate certification for secondary special education personnel has helped foster a lack of incentive for institutions of higher education to absorb these training programs and a lack of incentive for school districts to discriminate among teacher applicants on the basis of specific preparation. It is in this area that real leadership is needed. Appropriate certification is needed in order to develop comprehensive standards for teacher preparation that truly reflect the roles and function of a secondary special education teacher. If we are not careful

in developing these standards, we will be obligated to revise them, and this may be a more difficult task than their initial development.

The fourth indicator of growth is the balance that continues to be needed between the various elements of special education. Balance refers to the amount of attention and resources given to an area in relation to competing areas. Research, model program development, and personnel preparation are examples of competing areas within special education. This competition is of concern because professionals need to be properly trained in order to implement new research and models developed with transition dollars. If the classroom teacher is not properly prepared, research and demonstration efforts will not realize their full impact. What is most important to education is what happens in each classroom. Everything else simply exists to help make that classroom more effective. The key to the classroom is the teacher. As stated previously, some noteworthy efforts are being made to prepare qualified secondary special education teachers. However, the issues concerning the indicators of certification and commitment suggest that we are in danger of moving to a point of imbalance, with teacher preparation being relegated to a minor role in the transition movement.

The fifth indicator of growth is hard data. There is a saying that "If you're working backstage, make sure somebody notices." It often seems like many of us are working backstage in teacher preparation programs and no one has noticed. Unfortunately, we have no one to blame but ourselves. It has been difficult to argue our position when we lack the following: (a) data to confirm beliefs about the role of secondary educators and the preparation needed for these roles, (b) data on the number and quality of secondary special education teacher preparation

programs, and (c) data showing the relationship between specialized teacher preparation for secondary special education and student outcomes.

Take, for example, the contention that the quantity and quality of secondary special education teacher preparation is lacking. At this time, there has not been a national study which addresses this question since the Clark and Day study in 1972 (Clark & Oliverson, 1973). This study surveyed special education training programs across the nation that were funded by the old federal Bureau of Education for the Handicapped. Respondents indicated a very low level of program development for prospective teachers in secondary special education. We desperately need to update this type of research. Without current research, it will be difficult to plan strategies for assuring real growth in secondary special education teacher training. The few bench marks that exist back to the Clark and Day study will help to provide a baseline from which to measure growth in personnel preparation programs. The jury is still out with respect to this fifth indicator. Data are still insufficient in order to claim any real growth in secondary teacher preparation.

Recommendations for Future Growth

Having looked at some of the indicators of past growth, it is important to consider what needs to be done in the future. First, institutions of higher education must make a stronger commitment to secondary teacher preparation in special education. This commitment must take the form of hard money support for faculty. The present commitment to personnel preparation at the secondary level is tenuous. It is a commitment which is overdependent on soft money support and one which could disappear quickly because of this dependency. The commitment will be real, not illusionary, to the area of personnel preparation when this

area is treated with as much respect and given the same budget priority in our colleges of education, as, for example, the secondary social studies program. We must be able to expect that institutions will absorb training programs once they have been established, even during this entrenchment period which many colleges and universities are experiencing.

Institutions of higher education must also recognize teacher training as a rewardable professional activity. Too many institutions feel that effort spent developing and conducting training programs can interfere with research and writing efforts which carry more value within the institution. While all of these activities should be requirements of promotion and tenure, they are not always represented equally in this process, and real disincentives may exist for developing quality teacher training programs.

Experience gained through curriculum renewal programs (for example, the Deans' Grant program) suggest that merely planting a seed in higher education will not guarantee the growth and spread of programs. However, programs do follow dollars. They also follow certification. The problem with dollars is that programs follow them into institutions and programs also follow dollars out of institutions. Effective motivation for permanent institutional change does come from the program certification and accreditation process.

This leads to the second recommendation which is to develop and expand state certification requirements for secondary special education teachers. State certification requirements that differentiate between elementary and secondary special education teachers may be the most effective tool for assuring long-term stable support for secondary special education teacher preparation. Moreover, certification should not be

linked to regular secondary teacher certification where the emphasis is on subject matter preparation rather than preparation on the process of teaching. If institutions of higher education are constrained in this area by current state requirements, specialized secondary training would probably best be provided through a fifth year or master's degree program. It is also important to point out that certification cannot legitimately be granted, or denied, by professional organizations. This is a state responsibility. Professional organizations can, and should, encourage states to properly assume their responsibilities.

A model comes to mind from the State of Oregon. Oregon is considering the development of secondary certification which will require prospective teachers to develop competencies specifically related to the roles and functions of secondary special education teachers. What makes this effort so unique is that it is being done in conjunction with the development of a secondary special education personnel training program at the University of Oregon (Halpern & Benz, 1985). This represents the case in which both an institution of higher education and the state department of public instruction are working simultaneously toward the same goals.

Third, for those concerned about teacher preparation, silence is an unaffordable luxury. We must increase our efforts to collect data that help to tell our story. This story should include: (a) the number and type of secondary special education personnel needed; (b) the current status of special education teacher preparation for secondary programs; (c) documentation that differential training for secondary special education does make a difference in the quality of programs offered to students; and (d) effectiveness research, including questions like, "Are

we teaching the right things?" and, "Is undergraduate training sufficient or should it be provided at the graduate level?" The dollars invested in these types of research will yield valuable returns.

As a fourth recommendation, school districts should be encouraged to apply higher standards than have previously been applied when they select secondary special education teachers. This, however, may result in a Catch-22 situation. School districts have been forced to compromise their standards for secondary special education teachers because of a shortage of available teacher applicants. Because districts have had to accept less than adequately trained secondary special education teachers, the need for trained teachers appears less than actually may be the case. Therefore, institutions of higher education have not felt the urgency for meeting school districts' personnel needs in secondary special education and program development has been delayed. We must encourage school districts to seek out the better-qualified teachers who have been specially prepared to teach secondary handicapped students.

Finally, the balance between teacher training, research, and model program development in our universities and colleges needs to be ensured. The emphasis being given secondary special education programs as a result of the transition movement is very exciting. If sufficient attention is given to the preparation of teachers to implement the good ideas emerging out of the transition projects, the transition movement will result in huge benefits for special education students.

Characteristics of Good Personnel Preparation Programs

What are minimal expectations for secondary special education teacher preparation? The following are some examples of unacceptable actions as minimal expectations are defined. It is unacceptable to add one or two

specialized courses to an already overcrowded curriculum. It is unacceptable to infuse the content of secondary special education into existing courses which are elementary in their orientation. Content which is infused can often lose identity and can be under represented, especially when a solid commitment to teach the content has not been made from the instructor. It is unacceptable to press poorly prepared instructors into teaching secondary teacher preparation courses. It is unacceptable to use only the student teaching, or internship experience, as a means of differentiating between secondary and elementary preparation. To do so is to fail to recognize the unique technology and content of secondary special education. It is also unacceptable not to provide prospective secondary special education teachers with exposure to interdisciplinary programming. Secondary teachers are expected to work within and across various allied disciplines. This expectation carries with it an appreciation and minimum knowledge requirements of related disciplines.

A technology is being built around secondary special education that can only be taught through a combination of specialized coursework and field experiences. Competency identification studies (e.g., Halpern & Malouf, 1977; Schoonmaker & Girard, 1975) have reached fairly close agreement as to what content should be represented in a secondary special education teacher training program. These competencies have been juried by colleagues in the field and seem to have face validity. They have provided a basis for the development of didactic and field-based training. Competencies have also been developed for the new roles in liaison and leadership that secondary special educators are beginning to assume.

The secondary special education/vocational special needs program at the University of Washington has many of the characteristics of a good personnel preparation program. It consists of 16 specific courses related to the preparation of professionals to work with secondary students who are handicapped. These courses range from vocational assessment to a course in integrating the handicapped into competitive business and industry. The program includes courses on work adjustment, career education, law and the handicapped, and working with human service agencies. The university also has developed a wide range of internship experiences that are available to masters and doctoral students. These internships include developing programs in business and industry, working with leadership personnel in the state department of education and with the heads of human service agencies, assisting with private industry councils, teaching in special education and vocational education classrooms, and participating in school district administration. Even with the depth and breath of content that is offered in this program, there are still other courses and experiences that are needed that cannot be fit into a 45 to 50 quarter-hour master's program. This concern dispels any notion that there is not enough content to operate a separate secondary special education teacher training program.

In addition to general knowledge related to special education, secondary special education teacher preparation programs must require coursework in the following areas:

1. Understanding of, and ability to utilize, assessment in the areas of vocational, academic, and functional skills.

2. Teaching techniques and instructional materials related to each of Brolin's (1978) curriculum areas (personal social skills, daily living

skills, and occupational guidance and preparation skills), as well as academic areas.

3. Work adjustment strategies for developing effective work personalities and remediating work habit and attitude deficiencies.

4. Classroom management techniques appropriate for adolescent and adult students.

5. Identification and use of instructional resources, human service agencies, and community enterprises.

6. Techniques of interdisciplinary coordination including a basic understanding of related, or allied disciplines.

7. Counseling and guidance techniques which can assist the teacher in serving both parents and students.

8. Program planning and evaluation skills.

Practicum training that complements coursework should include at least two experiences: one in a secondary special education classroom; and a second in either a vocational classroom, human service agency, or business and industry. Secondary special education teachers should not be allowed to teach and counsel students without themselves knowing what are the expectations of competitive employment.

These instructional areas are very consistent with the 12 essential components for secondary special education that Donn Brolin (1986) has identified. How this instruction is packaged is influenced by each training institution and by state certification requirements. To offer less than what has been described will not produce a viable and vigorous secondary special education teaching training program. To offer less would be to certify individuals for a job they are not yet prepared to

do. Worst of all, to offer less would be an injustice to young adults in our schools who rely on their teachers to help them to succeed in our society.

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Discussion Summary

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The three papers presented here represent three different purposes. Brolin's purpose is to illustrate a lifelong conceptualization of career development for handicapped individuals and all that this entails in school and at home, in the community, the workplace, and other aspects of living. West's paper examines a variety of transition needs which can be met, at least in part, through providing new and different knowledge and experiences for practicing personnel. Weisenstein, on the other hand, addresses issues influencing the quality and quantity of personnel to provide the array of interlocking services that will secure the future for handicapped students.

While addressing these contexts, the papers embrace a common theoretical basis, in that each in its own way supports the assumption that:

> In order that education of handicapped individuals may lead to something substantial, it is necessary for educational personnel to understand career and vocational education in greater breadth and depth, extending into all aspects of education, continuing from entry to school throughout life, and involving many highly skilled professionals, parents, and the community in coordinated programs and services.

For handicapped persons, the assumption described above promises normalization and enabling environments; a concerned and resourceful community; an education that is infinite in its commitment to logical next steps and achievement of ultimate life goals; high expectations; and taking individual abilities to the limit. For the parents and families of

handicapped persons, it suggests preparation and involvement as participants, not only in educational planning but in interagency and community action.

The papers presented here also cite problems with current service delivery systems and describe programmatic and cooperative models that have yet to be achieved on any major scale. Thus, the authors set the stage for major reorientations in classroom and community programming and in the preparation of personnel.

It often appears that interagency and interdisciplinary activities involve more talk than action. However, these papers stress the urgency of moving away from turf issues and lip service and toward genuine interdisciplinary and interagency teaming with leadership and coordination. This movement must occur at all levels, secondary and beyond.

The West and Brolin articles, in particular, call for improved communication and cooperation among disciplines. Brolin urges that the Individualized Education Plan become the flagship for a lifelong conceptualization that includes parent and employer involvement, and collaboration among agencies, community members, and other community resources. In Brolin's cross-agency vision, services are "shared, structured, jointly owned, centrally but mutually managed and coordinated." This vision illuminates the void that currently exists and shows how much work will be necessary, now and in the future, in order to: (a) remove bureaucratic and fiscal barriers to genuine interagency and interdisciplinary cooperation; (b) engender mutual knowledge, skills, and sensitivities that can lead to joint efforts of the kind envisioned; and (c) identify and create interfaces among disciplines, agencies, and personnel that can result in the coordination and the continuum that will

propel handicapped individuals to full and equitable adult achievement.

As West points out, a useful but generally neglected vehicle for actualizing many potential collaborative issues is the Comprehensive System of Personnel Development (CSPD) section of P.L. 94-142. In its emphasis on interdisciplinary participatory planning, the CSPD represents a process for planned change that can positively influence reorientation and coordination of programs and services. For example, CSPD processes are intended to address the certification issues that Weisenstein discusses. In addition, the pressing need for curriculum development, cited by West and Brolin, is another appropriate area of work for CSPD councils and task forces. Ultimately, the entire question of personnel quality, quantity, and mutuality can find answers through the principles and practices of the CSPD, if it is fostered and supported at every administrative level.

While it is laudable that federal and state governments are emphasizing the transition to adult life as a priority to be developed for individuals with handicaps, it should be obvious that this priority will remain a goal, instead of becoming an accomplishment, unless resources and attention are concentrated on a coordinated, needs-based approach to preparing and retraining personnel for this effort. Weisenstein points out that an emphasis on personnel preparation is omitted in the federal initiative. At the same time, many states are not capitalizing on the CSPD to strengthen the coordination, long-term planning, and participatory involvement necessary to develop, maintain, and expand personnel preparation in career education, vocational education, independent living, and other components necessary to the transition process. Without the kind of process suggested by the CSPD, it is

doubtful that the hoped-for continuum of interlocking services can be realized.

In advocating a broad approach to careers and life, the three papers in this section also underscore the need for more, different, and better interdisciplinary preparation of personnel on college and university campuses. Change and reorientation are clearly indicated in higher education, beginning with a much greater commitment to differentiation in the training of personnel for secondary, as opposed to elementary, education of handicapped students. Inservice education is also necessary to bring practitioners closer together in carrying out educational goals and objectives that will culminate in the attainment of reasonable life expectations for each handicapped student.

While each of the three authors describes needs that require new personnel roles (such as transition coordinator, resource/community specialist, job placement specialist), each also focuses on the need for personnel to develop precise skills for working with students and for working together with peers from various educational and related disciplines. Ultimately, as expressed by Weisenstein, the adequacy of practitioner skills must be reflected in the achievement of handicapped learners. Thus, learner change becomes the measure that must be used to demonstrate the effectiveness of programs, services, and personnel. In many areas of the United States, the progress of handicapped learners slows as adulthood nears. The directions offered by these three authors are worthy of serious study in every school district that is not a altogether satisfied with its baseline data on handicapped learners as they progress through school and approach adulthood.

THE ROLE OF VOCATIONAL REHABILITATION

Transition From School To Work

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Quite often, involvement with defining handicapping conditions, school programs for disabled individuals, social and psychological adjustment, and family and peer intervention is so great that the overall intent or goal of education for the disabled individual is forgotten. The basic outcome of education should be employment for the disabled individual. What is meant by employment? How is confidence built in the disabled individual so that person is able to obtain employment? These are the questions that should and must be addressed by vocational service providers, when building cooperative relationships with the business sector, to ensure a smooth transition from school to the world of work. The business community does not have a negative view with regard to hiring the disabled. On the contrary, they are ready, willing, and able to provide job opportunities for disabled individuals.

This paper will discuss constraints and facilitations for employment of disabled individuals from both historical and present day perspectives. Early vocational planning efforts, present educational programs, and attitudinal barriers are presented; and recommendations for vocational preparation and transitional services are made.

Historical Perspective of Influences on Employment Services for the Disabled

During the past twenty years, three groups have emerged as service providers to individuals with disabilities. These groups--special education, vocational rehabilitation, and occupational/vocational education--have developed their various roles through distinctly different methods.

These differences have caused poorly coordinated vocational service delivery to individuals with disabilities and contributed to uncooperative attitudes among the three disciplines. The following section will briefly review the development of each of these disciplines, early vocational planning efforts, and more recent cooperative efforts designed to facilitate transition from school to work.

Special Education

Looking historically at what has happened to disabled individuals during the past twenty years can give a better understanding of what is needed today to involve the business sector in the school program and the development of linkages with occupational education and special education. For example, it is known that the development of special education was not done by the educational community but by the private sector; namely, parent pressure groups and health agencies such as United Cerebral Palsy (UCP), the Association for the Help of Retarded Children (AHRC), the Association for the Learning Disabled (ALD), and coalitions for the deaf community. In the early fifties and sixties, through the influence of "parent power," these parent pressure groups went to Congress and the state legislatures to obtain adequate school programs for disabled individuals. As a result, programs in special education were developed throughout the country. The primary goal of these early educational programs was to develop skills in reading, writing, and arithmetic; not the development of specific vocational skills.

Vocational Rehabilitation

Simultaneously, the field of vocational rehabilitation was involved in working with disabled adults, veterans and individuals from the deaf and blind communities who were injured in adulthood, and for whom the

vocational rehabilitation community was interested in finding jobs. Wherever possible, they did so. They worked with the business community explaining that hiring the disabled was good business. They also worked on attitudes, with particular regard to the placement of disabled people in the competitive employment community. However, very little communication occurred between education and vocational rehabilitation, and vocational rehabilitation programs looked distinctly different than educational programs.

Occupational/Vocational Education

A third group was comprised of the occupational or vocational educators. Aledgedly, these educators had always been involved in training students at the secondary level in building a skill toward a vocational goal and had always worked with the business sector in securing employment for the student population they were training. But, was that really true? If an individual looked at some of the advisory boards that were set up in various communities, were occupational educators actively involved? What percentage of their student populations were truly placed? Most of the statistical data would show that the percentage was extremely low. Additionally, occupational/vocational educators rarely worked with students with disabilities.

Uncooperative Efforts

Special educators, vocational educators, vocational rehabilitation people, and the business community never communicated with one another. The business sector was constantly looking for qualified individuals to provide services to them, but the four groups never managed to talk about the world of work.

The historical view will reveal that as early as the Vocational Rehabilitation Act of 1968, there was talk about cooperative efforts in building linkages between special education, occupational education, vocational rehabilitation, and the business community. An early conference, when the late Mary Switzer was Administrator of the Rehabilitation Services Administration, brought together special educators, vocational educators, and those involved in vocational rehabilitation. The goal of this conference was to break down the attitudinal barriers between these groups and to get them to work cooperatively toward the overall goal of employment for the disabled. The biggest problem identified at that conference was the "turf" issue. Each of the groups wanted to protect their own area.

The intent of the Rehabilitation Act of 1973 and the Vocational Education Act of 1976 has always been toward cooperative programs but this was never implemented. Vocational rehabilitation people and coalitions for the handicapped lobbied for the Rehabilitation Act which was the bill of rights for all disabled individuals. Section 503 of this Act detailed affirmative action legislation with which private employers must comply. Section 504 was affirmative action legislation which government agencies must comply with in terms of hiring practices, placement, and upgrading of handicapped workers. In some instances, private employers had to comply with both Section 503 and Section 504. This meant that the business sector, by law, must be involved in employment of the disabled. It was extremely important that the education sector took the leadership role in implementing this legislation.

During the development and implementation of the Rehabilitation Act and the Vocational Education Act, parent pressure groups like UCP,

AHRC, and Congress lobbied for the passage of the Education of All Children Act in 1975 (Public Law 94-142).. This, in a sense, was a bill of rights for children to insure that all children would get an adequate program in the least restrictive environment. Part of this adequate program was vocational preparation.

The Vocational Rehabilitation Act, the Vocational Education Act, and the Education of All Children Act combined to provide a powerful impetus for coordinated efforts for the vocational training of disabled individuals. What was happening prior to this legislation was the vocational rehabilitation people, the occupational education people, and the special education people were working on separate and different directions towards employment. Nothing was being drawn together. However, with the enactment of Public Law 94-142 and the Rehabilitation Act, cooperative efforts were beginning.

Cooperative Efforts

In New York State, approximately five years ago, under the direction of the Commissioner of Education and deputy commissioners, the assistant commissioners in the areas of occupational education, special education, and vocational rehabilitation conducted a series of ten workshops throughout the state. At these workshops, representatives from the three disciplines discussed "turf" issues, the development of linkages between the three offices, and the development of sequential programs to ensure that the overall goal for the disabled youngster would be to provide adequate preparation for employment upon graduation. Following the first series of workshops, it was decided that the next year the business community should be involved. Thus, a series of forums were conducted inviting the business sector into each of the school districts to speak

about what they required in potential employees. As a result of the experience, local districts in New York State understood that they needed to begin working together to develop adequate goals toward employment for the disabled and to eliminate the barriers of "turf" so that sequential programs and linkages could be developed between the four groups. Educators concluded that they must listen to what the business community wanted when hiring the disabled. It was also understood that cooperative assessments toward a vocational goal had to be developed through a team approach with the vocational rehabilitation counselor, the occupational education educator, and the special education teacher.

Perspective of Today's Issues

An off-shoot of the cooperative efforts was that for the first time persons interested in the employment success of individuals with disabilities could identify issues related to the vocational success or failure of individuals with disabilities, barriers to full employment, and vocational preparation programs. Three critical issues were: (a) the adequacy of vocational preparation programs for individuals with disabilities, (b) attitudinal barriers in the business sector, and (c) planning for coordinated transition services.

Adequacy of Educational Preparation

Businesses are willing to hire disabled persons. However, sometimes educators forget that business communities have a united purpose--to make a profit. Individuals with disabilities must be trained in the skills of the job and know how to perform the expected tasks. Are education and training programs truly preparing the disabled individual for this type of competitive employment? Do disabled individuals know about responsibility, grooming, and what to do on the job, or have they been spoiled by

the educational system? Listening to the business sector will reveal the following difficulties with the disabled individuals they have hired:

1. The individual is spoiled. "He doesn't get to work on time. If he does come on time and gets a break, he doesn't return."
2. Grooming is important in certain business communities, yet the individual comes for an appointment in "jeans".
3. A disabled individual may not have some of the basic skills that other individuals on the job may have, such as simple mathematics.

The vocational rehabilitation community has already developed linkages with the business community such as Projects With Industry (PWI), industrial labor councils, and local chambers of commerce. Some businesses already involved with hiring disabled persons in New York State are: Banker's Trust; Sears, Roebuck and Company; J. C. Penney; Citibank; and Metropolitan Life Insurance. Other life insurance companies are on advisory councils advising vocational rehabilitation specialists as to what facilities are needed for the handicapped individual. In addition, New York State has recently begun working closely with the labor unions to understand what they are looking for and what contribution disabled people can make to the labor unions. This is a comparatively new endeavor. Most vocational rehabilitation, vocational education, and special education people have limited knowledge of trade unions. Recommendations should be made for training programs to include both labor representatives and the vocational rehabilitation personnel when making referrals for placement into organized labor jobs.

These various groups reinforce the fact that for competitive employment, many disabled individuals are not prepared for the job. They often

lack social skills and responsibility, as well as the technical skills necessary to get the job done. Employment and business community feedback indicates a need to change the educational curriculum and to evaluate what is needed for the disabled individual to obtain competitive or sheltered employment.

Responsibility and competitiveness are difficult to teach. They are perhaps best learned through various experiences. In looking at non-disabled individuals, it is discovered that throughout their school life they have certain activities that disabled youngsters generally do not experience--clubs like Boy Scouts, Girl Scouts, and church groups, and a paper route, or a part-time job. To prepare the disabled person for employment, sequential skill building programs as well as extracurricular activities must be developed as early as junior high. It is extremely important that there be business advisory councils in every community working with the occupational and special education people as well as with vocational rehabilitation to review how the curriculum reflects the needs of the business community. An appropriate comprehensive vocational education program must be available and accessible to all disabled individuals. If education of the business community is a goal, then the business community in turn must educate the education and rehabilitation communities as to what they are looking for when they hire a disabled individual.

Attitudinal Barriers

It is often believed that 503/504 regulations will require businesses to eliminate barriers by modifying their work facilities, building ramps, and providing accessible bathroom facilities for the disabled employee. This is true: they must do this. The number one barrier, however, is

attitudinal--the attitude the business community has toward the disabled person and the attitude the disabled individual has toward the business community. Education and vocational rehabilitation have come a long way in changing these attitudes. For example, New York State has discovered that many of the small businesses were afraid to hire disabled individuals. They were concerned about being taken to court on affirmative action cases of discrimination if the disabled employee got caught in future layoffs. While a great deal of work has been done to correct some of these fears and some of the 503/504 legislation interpretation problems, more work is required. However, the number one attitude to be concerned with is that of persons who advocate for the handicapped individual living in a somewhat sheltered environment throughout his school career. This must be corrected, especially in the secondary program. Disabled individuals must be treated the same as and expected to perform as well as, if not better than, the non-disabled person. The abilities, not the disabilities of that individual must be made known, as well as the potential achievement.

Coordinated Transition Services

Upon completion of secondary education, the path for further career preparation must be made smooth and must show continuity between the experiences gained in special education and the services to be provided by vocational rehabilitation. Continuity also must be maintained through coordination of the Individualized Education Plan (IEP) developed at school and the Individualized Written Rehabilitation Plan (IWRP) developed for the provision of vocational rehabilitation services. Vocational rehabilitation is important to have the benefit of career-Cooperation between special education, vocational education, and oriented educational

input, to access appropriate vocational or professional training programs, and to follow an educational pattern which provides sequential stages of career development.

In summary, to continue the development and establishment of better coordination between regular education, special education, vocational education, and vocational rehabilitation; the following activities are necessary:

1. Planning strategies to coordinate the Individualized Education Plan (IEP) and the Individualized Written Rehabilitation Plan (IWRP) must be developed. These plans could take the form of an Individualized Career Development Plan (ICDP) and would have input from educators and rehabilitation practitioners, as well as from disabled persons and their families. Also, the desirability of including input from the local professional and business community should be explored where appropriate.

2. Coordination of career development programs with the employment community and manpower training programs should be established. This coordination may provide disabled individuals with access to a broader variety of career education programs.

3. Incentives must be created for revamping the university and college teacher education programs to include secondary special education, vocational education techniques and methods of instruction for handicapped students with special needs.

4. Incentives must be provided for the interdisciplinary training of special educators, vocational educators, and vocational rehabilitation professionals.

5. Early input from parents of disabled students must be sought.

Employment is the responsibility of the educational institution. However, the disabled student's vocational goal cannot be developed by the special education teacher or vocational education educator alone. It must be a team effort between special education, vocational education, and vocational rehabilitation.

Another member of the team is the parent. Early intervention is important so that the parent truly understands what the vocational goal is. It could be competitive employment, sheltered work, or some kind of supported work program. Planning must begin early. It cannot wait until the disabled person reaches age 21. The disabled person's goal can be attained only through a continuum of services.

Every disabled student, no matter what the disability, has the right to take his/her place in the community as a working, contributing member of that community. Remember, there are really no disabled people, only, people.

Transition Services for Young Adults With Severe Disabilities: Professional Roles and Implications for Inservice Training

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The need for systematically planned procedures to aide in the transition of young adults with severe disabilities from the auspices of the public school system to meaningful employment and adult services has been well documented in both education and rehabilitation literature (Elder, 1985; McCarthy, Everson, Inge, & Barcus, 1985; Wehman, Kregel, & Barcus, 1985; Will, 1984). As a result of nearly a decade of legally mandated special education services under the entitlements of Public Law 94-142, a growing number of individuals with disabilities are requesting employment and related services from vocational rehabilitation and other adult service agencies. These individuals, their parents, as well as the education professionals who have worked with them are often confronted with two realizations: (a) unlike special education, adult services do not operate under entitlement procedures; and (b) once a student leaves school, "appropriate" education does not always translate into paid employment opportunities.

Justification of Needed Services

Will (1984) has estimated that between 250,000 and 300,000 students leave special education programs each year. Elder (1985) has noted that over 60% of all special education students in the United States are of "transition age,"--between 15 and 21 years old. With an unemployment rate for individuals with disabilities approaching 50-75% (U.S. Commission on Civil Rights, 1983), it is becoming increasingly clear that education

and adult service professionals need to work together to systematically help in the transition of individuals with severe disabilities into appropriate employment and independent living situations.

The federal government has reacted to this need in several ways. The Education for All Handicapped Children amendments (Public Law 98-199) authorize funds for research, training, and demonstration projects in the area of transition. Additionally, the Administration on Developmental Disabilities (ADD) under the leadership of Commissioner Jean Elder, and the U.S. Department of Education, Office of Special Education and Rehabilitative Services (OSERS), under the direction of Assistant Secretary Madeleine Will, have issued policies calling for increased cooperation between education and adult service agencies, and have outlined specific guidelines for providing services and the use of federal discretionary monies. The result has been a dramatic growth in the number of demonstration, training, and research programs; professional conferences, literature, and state and regional meetings focusing on issues related to transition.

Transition appears to be the human services buzzword of the 1980s. In midst of all the meetings, conferences, and training programs, education and rehabilitation professionals need to take the time to evaluate what is really going on in human services: Is transition merely a passing fad, or is it really reflective of some major problems associated with the administration and service delivery of our education, rehabilitation, and developmental disability programs? The assumption of this paper is that transition is indeed a much needed service for young adults with severe disabilities which has long-term and far-reaching

implications for service delivery and personnel training in the education and rehabilitation professions.

The purpose of this paper is two-fold: first, to discuss in detail the need for increased interagency cooperation and role definition by professionals involved in the transition process; and second, to discuss the implications these changing roles have on inservice training programs.

Optimal Roles of Professionals in the Transition Process

Employment is an implied outcome of American public education (Wirth, 1983). However, for the majority of young adults with severe disabilities, employment is not a reality, and in many cases it is not even an expectation. Special education is not preparing the vast majority of young adults with severe disabilities for productive work or independent living outcomes once they leave the shelter of the school programs. Rehabilitative services are in many cases merely extending the training provided by the schools under the assumption that individuals must pass through a continuum of "pre-vocational" or "work adjustment" training toward an eventual goal of employment. In many cases, persons with the more severe disabilities do not receive any type of assistance regardless of the quality. The goal of transition is to provide opportunities for meaningful employment and independent living opportunities for young adults with severe disabilities upon graduation from school. An implied goal is to avoid interruption of needed services, duplication of services, and stagnation of training. Both of these goals require a commitment from state and local education, developmental disabilities, and rehabilitation professionals to work closely together during a student's "transition years." Figure 1 summarizes the roles of

professionals in the transition process and will be described below in more detail.

Special Education Teacher

The pivotal people in the transition from school to work process are the special education teacher and the vocational rehabilitation counselor. The special education teacher has a mandated responsibility to provide "appropriate" educational services including vocational training for a student as long as he or she remains in the school system. Although appropriate education has not been defined legally, most experts in the area of education for persons with severe disabilities agree that appropriate curriculum should be defined by the following characteristics: (a) instruction should be community referenced and reflect skills that are needed to function in vocational, recreational, domestic, and community settings; (b) instruction should be delivered in the community rather than in the artificial confines of the traditional classroom; (c) curriculum should be longitudinal in nature reflecting a systematically planned process that begins in the elementary years and culminates with employment and independent living outcomes once the student finishes the secondary years; and (d) instructional planning should be an interdisciplinary process involving special education and vocational education teachers, therapists, case managers or social workers, as well as the parents and the individual students (Brown, Branston-McClean, Baumgart, Vincent, Falvey, & Schroeder, 1979; Wehman, Renzaglia, & Bates, 1985; and Wilcox & Bellamy, 1982).

The secondary special education teacher should assume the responsibility for focusing the vocational training process. If the student has had exposure to career awareness activities in the elementary and middle

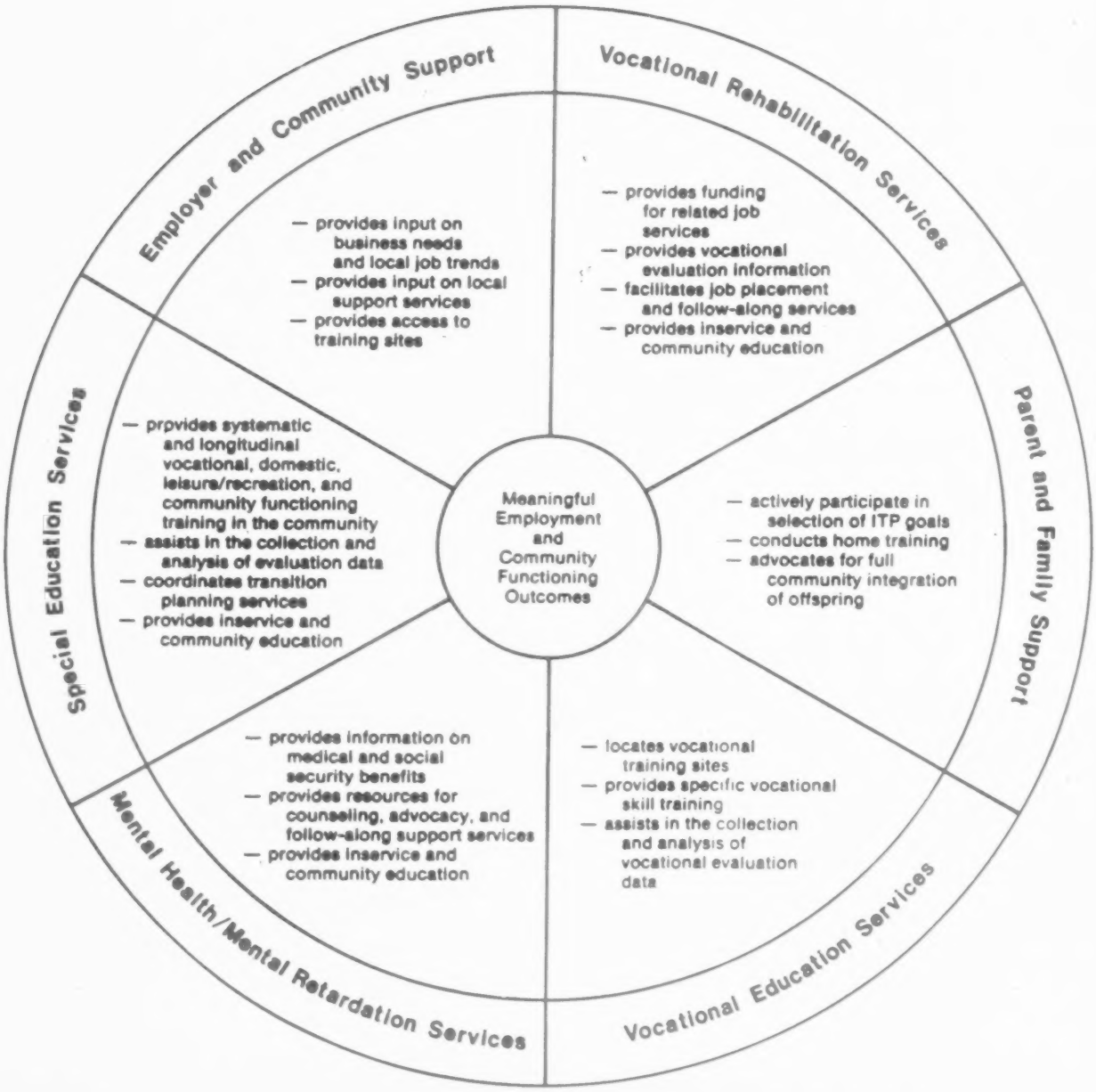
Employer and Community Support
— provides input on business needs and local job trends
— provides input on local support services
— provides access to training sites
Vocational Rehabilitation Services
— provides funding for related job services
— provides vocational evaluation information
— facilitates job placement and follow-along services
— provides inservice and community education
Parent and Family Support
— actively participate in selection of ITP goals
— conducts home training
— advocates for full community integration of offspring
Vocational Education Services
— locates vocational training sites
— provides specific vocational skill training
— assists in the collection and analysis of vocational evaluation data
Mental Health/Mental Retardation Services
— provides information on medical and social security benefits
— provides resources for counseling, advocacy, and follow-along support services
— provides inservice and community education
Special Education Services
— prpvides systematic and longitudinal vocational, domestic, leisure/recreation, and community functioning training in the community
— assists in the collection and analysis of evaluation data
— coordinates transition planning services
— provides inservice and community education
Meaningful Employment and Community Functioning Outcomes

Figure 1. The role of various professionals, the family, employers, and other community members in the transition from school to work process.

school years, the secondary school years should provide the opportunity to learn, practice, and refine actual job skills in several community-based job settings (Moon & Beale, 1984). The special education teacher will need to work in cooperation with the vocational education teacher to determine local job trends and opportunities for training in the local community. The special education teacher should collect objective, data-based evidence about the student's performance in the community to share with the vocational rehabilitation counselor and the vocational education teacher. Proof of performance will enhance the student's chances of obtaining rehabilitation agency services. Encouraging parents to plan for employment and independent living opportunities for their child with disabilities is another responsibility the special education teacher may assume.

In many schools the special education teacher will be the person who serves as the "Transition Planning Coordinator" (Pietruski, Everson, Goodwyn, & Wehman, 1985). The Transition Planning Coordinator will target all students 16 years and older (or no later than two years before the student leaves school) for transition services by identifying their IEP's as "transitional IEP's" or "Individual Transition Plans" (Pietruski et al., 1985). As soon as a student is targeted for transition services, the local department of vocational rehabilitation services should be contacted to identify a vocational rehabilitation counselor to serve as the student's counselor.

Vocational Rehabilitation Counselor

The local department of rehabilitative services will be able to provide information on the eligibility criteria for rehabilitative services. The special education teacher, parents, vocational education

teacher, and the rehabilitation department will need to work together to ensure appropriate vocational assessment and interpretation of the results for the student with severe disabilities. In many states, vocational rehabilitation departments are beginning to realize that traditional assessment instruments such as the Towers, JEVS, and Valpar are not appropriate evaluations of what an individual with severe disabilities can do given systematic and behavioral training in a community setting. However, it may still fall to the special education teacher to prove that a student has the "potential to be employed." Data-based evaluations from the student's community-based job site training (especially if he or she is evaluated not only by the teacher, but also by the worksite supervisor and co-workers) may be used along with the standardized evaluations to make a more appropriate evaluation of the student's work potential.

Federal regulations such as the Rehabilitation Act of 1973 provide that vocational rehabilitation may provide any or all of the following services, if a client is deemed eligible: (a) guidance and counseling, (b) vocational evaluation, (c) medical services, (d) vocational training, (e) transportation, (f) equipment and supplies, (g) job placement services, and (h) follow-up services. Other services related to the transition process vary from state to state depending on the flexibility of state funding levels. For example, all states receiving Title I monies under the Rehabilitation Act of 1973 must provide services delineated under 15 categories to eligible individuals. When a state cannot furnish services to all persons who apply, the state must prioritize the delivery of services to include individuals with severe disabilities. A written transition plan can assist a rehabilitation counselor in assessing the needs of a young individual and in choosing the right types of services.

During the early years of the transition process, when the student is between the ages of 16 and 20 years, the focus of transition planning services may be entirely on vocational training provided by the school in community job sites. At this time, the vocational rehabilitation counselor may play the role of a vocational consultant rather than a service provider. The counselor should attend all transitional IEP meetings and provide valuable input on eligibility criteria, scope of available services, evaluation and assessment resources, as well as a perspective on the local job market. During the student's final years of secondary school, the vocational rehabilitation counselor should be active in working with the special and vocational education teachers to identify a specific job site and request funds for training and related services.

Once a student has been placed on a rehabilitation counselor's case-load and a permanent job has been identified for him or her, the counselor can direct rehabilitation agency funds to an appropriate training program such as one providing supported work. A fee for services or vendoring arrangements can be devised so that real on-the-job training is provided rather than costly work adjustment or work evaluations typically provided in a sheltered workshop. A model for establishing a vendorship agreement through a rehabilitation agency has been provided by Hill, Hill, Wehman, Revell, Dickerson, and Nobel (1985). The special education teacher and the vocational rehabilitation counselor may provide an invaluable service to parents of younger children with severe disabilities and to hesitant community employers by providing periodic community and school inservice programs. Many parents, special education teachers, and vocational rehabilitation counselors are constantly blaming each other for lack of services without really understanding how they can work together to

improve a disabled individual's chance for successful employment. A simple sharing of information and resources--and a cooperative effort to systematically plan for services during the transition years--is an important first step.

Vocational Education Teacher

The vocational education teacher may play an important role in developing a vocational training program for students with severe disabilities at the secondary level, and in some cases, at the post-secondary level. According to the mandates of the Carl D. Perkins Vocational Education Act of 1984 (Public Law 98-524), he or she must assure that students with disabilities have equal access to vocational education services when appropriate. These services may include: (a) vocational assessment, (b) special training including the adaptation of curricula, and (c) counseling and career development services. Public Law 98-524 further maintains that 10% of a state's formula grant allotment under Part A must be used to provide vocational education to students with disabilities as an additional cost over regular vocational education expenditures.

It is the responsibility of the vocational education teacher to inform students with disabilities and their parents of the vocational opportunities available in the school one year before vocational education services are provided or by the ninth grade. The vocational education teacher may act in a consultative and direct service role in planning and implementing vocational curricula, collecting and interpreting vocational evaluation data, providing vocational guidance to the student and family, and assisting with placement and follow-up services. Providing inservice training to school staff as well as sharing information and resources with

parents and family members is an important part of planning transition services for a student with severe disabilities.

Case-Management Services

Case management services provided by a human service agency such as the health department, department of mental retardation, the department of social services, or the developmental disabilities agency, may assist with transition and employment planning for young adults with severe disabilities in several ways. First of all, case management services must be tapped when analyzing the impact of employment on residential services and entitlement services such as social security and government health benefits. They may also be able to assist in funding and follow-along employment, medical, residential, advocacy, and transportation services. Case managers may play an active role in transition planning because of their knowledge of community options and resources outside of the employment focus. They may also be actively involved in providing inservice training to school staff and to staff within their own agency as well as to parents and family members.

The Developmental Disabilities Act of 1984 (Public Law 98-527) has added "employment related" activities as a new priority service for agencies administering developmental disabilities funds. Employment related activities must be a priority service by fiscal year 1987. This essentially drops non-vocational social development services as a priority (e.g., traditional work activity center programs) and means that funds can be directed to actual job placement, training, and follow-along after training.

Parents/Family

It is often said that parents and family members are the most important elements in the transition process because they are the only people to have continuous and stable contact with the student throughout the entire transition process. However, it is not fair to pass the entire responsibility for coordinating transition efforts to parents and family members who may already be exhausted from 15 or more years of advocating for services. Parents can and should be actively involved in planning long-term goals for their adult offspring. Assistance with transportation, self-care skills, and intimate knowledge of their child's interests and needs are of crucial importance in early transition planning as well as long-term transition implementation. A recent parent survey (McDonnell, Wilcox, Boles, & Bellamy, 1985) has indicated that parents are interested in employment as a priority outcome of education with residential services becoming equally important within 10 years of the student's leaving school.

Some specific things that parents or guardians can do to enhance the transiton of their children from school to work include:

1. Making sure that vocational training is part of their child's IEP.

2. Actively supporting teachers' efforts to provide job training in a variety of jobs in community-based sites.

3. Knowing what training programs and employment options are available for the child throughout his or her school years and after graduation.

4. Seeing that the school, rehabilitation agency, and developmental disabilities agency are coordinating services and have assigned individuals as counselors and case managers before their child graduates.

5. Insisting that a transition plan that specifies employment training and job placement under designated individuals be designed three to five years prior to their child's graduation.

6. Being informed about ongoing innovative employment programs around the country.

7. Working with their child at home to promote appropriate behavior, good grooming, wise handling of money, and completion of chores and allowing him or her to be as independent as possible to explore and enjoy the community.

Community and Employers

Developing a public awareness program to encourage community members and local employers to be aware of issues related to the transition of young adults from school to work is an important step in the transition planning process (McCarthy et al., 1985). Increased public awareness can occur through several information sharing seminars where professionals, parents, employers, and community members discuss characteristics of individuals with severe disabilities, goals of transition planning, federal mandates and regulations, and current technologies and approaches (e.g., supported employment).

The use of a good marketing approach by teachers and vocational rehabilitation counselors encourages potential employers to "buy" community-based training and supported employment. Employer support is crucial in the successful development of training and job placement programs. Employers who have potential job or training sites for young adults with severe disabilities or who have successfully employed these individuals may be asked to serve on a Business Advisory Committee. The purpose of a Business Advisory Committee is to keep educators,

developmental disabilities, and vocational rehabilitation professionals abreast of current job trends and technological advances so that school training programs reflect the local job market. An additional purpose is to encourage the sharing of information among a network of potential employers.

Local community members (e.g., bus drivers, shopkeepers) must also be assisted in interacting appropriately with individuals with severe disabilities. This may be accomplished through a teacher modeling appropriate interactions during community training as well as through information sharing seminars with civic groups, church groups, and professional organizations. Employer and community awareness and support requires ongoing efforts from everyone involved in the transition process but they are crucial to the successful transition of young adults with severe disabilities.

Implications for Training

It would be naive for us to assume that all the roles we have described in the preceeding pages are currently being played by professionals and parents as they begin to implement transition procedures in their own states and localities. For this reason, we have described the roles as "optimal" ones. One of the first steps a state or locality must take as they begin to plan and implement transition procedures is to define the roles and responsibilities of professionals involved in the process, and the future goals of transition efforts. The selection of topics for inservice training must be consistent with the long-term goals of transition planning.

Based on our experience in providing inservice training to professionals from special education, vocational rehabilitation, vocational

education, and departments of mental health and mental retardation on issues related to transition, as well as input from other professionals and parents, we have compiled a list of competency areas which we feel should be included in inservice training programs. These competency areas are not intended to be exhaustive, and may need to be condensed or expanded according to the needs of a state or locality and the existing competencies of currently active professionals and parents.

Competency areas refer to knowledge, skills, and behaviors that professionals must have and that are believed to be associated with optimal transition outcomes for young adults with severe disabilities. Competencies can be further broken down into informational competencies (demonstrated knowledge of philosophy, terminology, concepts, and practices) and performance competencies (demonstrated expertise in assessing, developing, and implementing the informational competencies) (Horner, 1977). Inservice training programs must address the development and evaluation of both types of competencies. In many cases, the acquisition of several informational competencies will be a necessary prerequisite to the acquisition of a performance competency (Horner, 1977). The competencies targeted for inservice training are depicted in Table 1 according to their informational or performance classification.

Because of the short-term nature of inservice training, the focus must be on the presentation of practical information and the opportunity for field work (Wehman, 1984). Using guest speakers from a variety of disciplines and agencies, providing opportunities for role-playing and job-site visits, and incorporating team building activities are more efficient ways of developing new skills than the singular use of a lecture format for the delivery of information and theory.

Table 1

Targeted Inservice Training Competencies

Informational	Performance
1. Characteristics of individuals with severe disabilities	1. Appropriate assessment and behavioral training strategies for individuals with severe disabilities
2. Definition and terminology across disciplines and agencies	2. Strategies for implementing appropriate secondary programming for individuals with severe disabilities
3. Organization and administration of various agencies on federal, state, and local level	3. Procedures for individualizing the transition from school to work process
4. Elements of a fully implemented transition from school to work process	4. Developing, monitoring, and evaluating supported employment programs
5. Procedures for conducting needs assessments and analyses of local community vocational and residential options	5. Developing awareness and community and employer support programs
6. Components of various supported employment options	
7. Available funding sources and procedures for re-allocating existing funds to support appropriate employment options	
8. Developing parent and family support programs	
9. Incentives and disincentives of federal programs, such as social security, as they relate to employment and community living options	
10. Case management services in the transition process	

Of course, all of the content areas must be validated by determining whether inservice participants who get this information can more effectively move students with severe disabilities from school to work. Inservice providers must have a systematic method for following-up participants on a regular and continuous basis.

Summary

For transition from school to meaningful work to become a reality for students with severe disabilities, professionals from a variety of disciplines, family members, and other persons from the community must assume specific responsibilities. The delineation of roles and duties should be set forth in a written format such as the IEP or individualized transition plan (ITP) which is agreed upon, signed, and updated regularly by all parties involved. This type of individualized plan should help alleviate the lack of input by key professionals and the duplication of services.

The roles of all professionals involved in the transition process will need to change as the student moves toward graduation. For example, training in a variety of job types is conducted primarily by school personnel such as special and vocational education teachers. Job placement should be facilitated jointly by school and vocational rehabilitation professionals when the student is near graduation. Follow-along services provided after graduation are funded and monitored by both rehabilitation and other adult service agencies such as Mental Health/ Mental Retardation. Parents and guardians should have input throughout the process in terms of job selection and advocacy activities to promote full employment. Both parents and professionals must promote the involvement of business and positively influence the attitude of the community toward the integration of citizens with disabilities.

Because transition into real work is a new priority for nearly all professionals currently working with young people with severe disabilities, much inservice training is needed. Such inservice must involve both information and performance competencies across a variety of philosophical and practice areas.

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Preservice Implications for Delivering Effective Transitional Services in Vocational Rehabilitation

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A continuing education rehabilitation trainer speaking on pre-service education implications is a good example of how vocational rehabilitation's role can be redefined and subsequent preservice education programs adjusted to accommodate current professional activities facing graduates in the rehabilitation field. The time has come to learn from one another in associated disciplines and specialties.

An educator working entirely with practicing direct service and program managers from community service agencies sees how preservice training indoctrinations contribute to some of the problems in accepting change once students leave their professional training and enter their field of employment. Implementation of effective school-to-work programs that include students with more severe disabilities requires faculty in higher education to move beyond the change of the individual with disabilities to an understanding of social system and organizational level variables. Initially, this inclusion in curriculum requires endorsement and exploration into concepts not yet proven in generalized research and probably will lead, at best, to years of social, psychological, and behavioral research.

There is a need to prepare rehabilitation professionals who have a knowledge of the characteristics of individual disabilities, as well as an understanding about a person's relationship to any environment in which she/he becomes a part. Training programs must develop skills that equip our students to be able to influence both the situation of the individual with disabilities as well as the social systems to which their clients

relate. Additionally, practicing rehabilitation professionals, regardless of their specific role in service delivery, need to understand the politics and organizational climates of which they are a part. The effective rehabilitation worker, especially in school to work programs, need to know about multiple service delivery systems and how to manipulate them in order to improve employment outcomes.

Politics and Organizational Climates

Rehabilitation must move into training areas which are not yet empirically based. The primary reason rehabilitation cannot wait until personnel preparation programs have followed an orderly process of research to practice is due to the momentum occurring in communities around the country. The school-to-work initiatives are being driven by more than the policy established by the Office of Special Education and Rehabilitative Services (Will, 1984). For example, the supported employment conferences held by the Virginia Commonwealth University and the developmental disabilities conference at Ellensburg sponsored by the Washington State Developmental Disabilities Agency are almost like religious crusades. The enthusiastic participation of parents, employers, and professionals from many different fields have led to strengthened consumer involvement. Community action is the topic here, as neighbors and local citizens are brought together to become involved in the school to work process here to fore protected by boundaries of professional disciplines. The Public Law 92-142 parents are not going to wait for the professionals to be ready for them. They want changes NOW! Professional education curriculum is going to have to include some basic and solid lessons on civics, as local citizens learn more about how public and non-profit service systems make decisions about who gets what services

for what outcomes. Where vocational rehabilitation stands in reference to these needs will largely determine what role it will have in the school to work process.

With the school to work movement, rehabilitation educators have a responsibility to observe and integrate what is happening into their training practices. Educators must be willing to listen to people who may not have all the practical solutions, but they have a drive and determination to make change occur. Because effective school-to-work programs will affect all individuals with disabilities, the employment training service system in many places will be dramatically revamped to the point that rehabilitation graduates will need to depend more on their creativity and logical skills than perhaps on standard professional methodologies and traditional roles. While the school-to-work concept isn't new, what is different today is the simultaneous involvement of so many players--each having an interest and commitment to see that this initiative produces services that won't exclude people from their right to have choices about employment. No matter how sophisticated and organized school, vocational rehabilitation, development disabilities, and other systems' representatives become, the success of any school-to-work program rests with families and local employers. Preservice education must develop professionals who are willing to relate person-to-person and understand that these participants of the service system are equal partners, if not the key leaders.

Multiple Service Delivery Systems

Predicting and determining the role of vocational rehabilitation in this movement is difficult because of the dynamic and often compounding intrigues created by the simultaneous and common thrusts coming from

special education, developmental disabilities, and vocational rehabilitation. For example, the excellent and creative work of many state vocational rehabilitation agency personnel seems to go unnoticed, while special education and adult developmental disabilities systems are organizing and proceeding with new employment programs, leaving out state vocational rehabilitation and community vocational facilities. However, in places where vocational rehabilitation has enjoyed a close working relationship among community providers, they are actively involved in planning transitional systems. The effective vocational rehabilitation participant in transitional programming knows how to accurately assess community resources and knows how to manipulate the vocational rehabilitation system appropriately in order to contribute in a manner that meets the local need. The skilled vocational rehabilitation worker knows how to access public school and other agencies' funds that supplement state vocational rehabilitation and community contributions in order to more efficiently provide all the services which achieve favorable employment results.

The reference to vocational rehabilitation is to the broader rehabilitation system promoted and described in the Federal Rehabilitation Act of 1973. Included in "vocational rehabilitation" are state agencies serving persons with visual impairments as well as general disabilities and community service providers linked to state vocational rehabilitation, such as vocational training and employment resources, independent living centers, and other local resources. This definition gives a clue to broad curricula components that will need to be considered since many of the preservice graduates will be employed in this wide array of vocational rehabilitation organizations.

For years, professionals working in the vocational rehabilitation operations have talked about discrepancies, gaps, conflicts, and unshared resources among local educational agencies, vocational rehabilitation, and developmental disabilities, as well as other human service providers. Bringing these systems together required a shared vision introduced and propelled through the Office of Special Education and Rehabilitation Services (OSERS). Concurrent with the school-to-work transition initiative was the supported employment initiative. The supported work concept broadened the possibilities for state vocational rehabilitation and community vocational rehabilitation providers to be involved in transitional programs for youth with severe handicaps. The controversy and misunderstandings about this concept have widened the gap between special education and vocational rehabilitation in areas where traditional vocational rehabilitation programs had not traditionally served this population. Some state agencies saw the value and legitimacy of the supported work initiative and began exploring ways to be a part of that approach which brings people with severe disabilities into active community participation. Although supported employment itself is not a new concept, having originated 20 years ago as part of a welfare jobs program, its use on a broader scale was brought into rehabilitation by leaders from the developmental disabilities field. This type of isolated practice and parallel operation needs to be consolidated so employment professionals can be trained to explore and bring together ideas and methods from related disciplines.

The role of vocational rehabilitation in this movement will be determined locally and at the state level. Graduates are going to need to know how they can influence their own organizations to have the flexibility to

participate in locally arranged systems. The Michigan Life Services System project, which includes vocational rehabilitation, education, and other human service agencies, is an example of the model which permits local state agency staff to fit within a given community's delivery system. This kind of state agency structure being replicated in many states can enhance the vocational rehabilitation role in locally driven school to work programs. The exact role of vocational rehabilitation is determined according to the level of participation of other community agencies.

New Areas for the Preparation of Vocational Rehabilitation Professionals

Coupled with knowing how to work within an agency that permits structured flexibility, rehabilitation professionals must also bring to their jobs a different attitude about their clientele. Over the past 15 years, special education has worked cooperatively with vocational rehabilitation and vocational education. Programs were planned that fit conveniently within the three separate disciplines and their respective priorities and interests. Lack of program results was attributed to the severity of disability of the client or to some other problem that was the client's--not the program's. These kinds of professional behaviors must be eliminated if rehabilitation workers are to have a significant role in working with majority of special education students needing assistance moving from school-life to adulthood. What courses and experiences will it take to produce professionals who are willing to exercise skills of diplomacy, negotiation, creativity and determination to truly advocate for their clientele? The answer lies with professional training that builds more awareness about potential, more about a person's relationship to

his/her job, more about social attitudes regarding persons with disabilities and how to change them, more about understanding environmental influence, and more about community-level service delivery systems.

Disability Awareness

With regard to the issue of understanding more about the potential of persons with severe disabilities, rehabilitation students must realize that for many years potential was viewed only within past service delivery options. For example, it was a surprise when a person with disabilities achieved goals others assumed were beyond his/her limits; it was not the expectation that such accomplishments could occur given proper and adequate intervention. With the work of various research and training centers, it has been discovered that the problem of functioning in the community is not due entirely to the individuals with disabilities. The problem is just as much a problem with the service delivery system, the resources, and perhaps the motivation to creatively apply new technologies to do what needs to be done.

The consumer groups with physical disabilities embarrassed many of the nondisabled professionals during the 1980s by noting how little the professionals had done for them as their advocates beyond the given interests those professionals had as part of their own jobs. The same sort of claim is being levied today by parents and consumers from the developmental disabilities fields. What have educators done to produce professionals who are willing to work for full social integration of persons with all disabilities? Have educators avoided the basic need in professional curricula that addresses the fundamental question of why segregated programs were created and why rehabilitation systems were developed with workers who perpetuate the nondisabled values and

attitudes as an acceptable norm? Why haven't educators more forcefully challenged the larger issue of working with people in general to overcome their insecurities around people with disabilities?

There are tremendous myths and fears which are the roots of employment barriers and lack of community acceptance. Have educators unconsciously been teaching practices that foster charitable and lower status attitudes, rather than teaching skills which assume a moral right for integration and participation? At several recent rehabilitation events, practitioners have questioned the value of employment for persons who are more severely disabled. Pursuit of those remarks revealed attitudes about work itself and about subjecting people with disabilities to the hardships of employment. These are people in decision-making roles throughout mid-America. In order for vocational rehabilitation resources to actively participate in operating school to work programs, it is these kinds of value orientations that must be changed.

Dr. Joseph Campbell, Executive Director of Incentive Community Enterprises, Inc. (ICE) in Northampton, Massachusetts--a facility that has placed all of its 350 trainees and workers with disabilities into community-based jobs--has described his motivating values as being the desire to see Americans with disabilities viewed according to the same criteria as other Americans. Society cherishes its convictions about the free enterprise system where everyone is assumed to have the opportunity to contribute to society. In this country, a person's worth is largely measured by his/her ability to contribute and be self-sufficient. Dr. Campbell urges, "We must absolutely ensure that employment programs for disabled people do not appear to society as mere activity programs for the 'handicapped.' Society must see our consumers as engaged in real, mean-

ingful work that is a part of the regular commerce of that community." Dr. Campbell sees the rehabilitation problem of most persons with disabilities as unemployment, or in some cases, underemployment. The role of vocational rehabilitation is to create linkages between the unemployed person with disabilities and industry, recognizing that industry has the solutions to unemployment, not human service providers.

Environmental Awareness - Business and Industry

For many years, rehabilitation education programs have offered courses in occupational information and job development where the focus is learning about individual jobs. There is a need to start above this level in preparing college students for the future. Students in education and rehabilitation need to hear about current trends in America's businesses and industries that are improving the relationships between management and workers. In some ways, it might surprise the aspiring human service provider to learn of the human sensitivities considered to have business value. One reason why many well-meaning rehabilitation professionals may have the protectionist attitude towards placing people with disabilities into community jobs has to do with their own attitudes about business and industry.

A recent conversation with a rehabilitation professional with many years of experience as a vocational rehabilitation counselor and as a rehabilitation educator included the comment that business was the enemy which has kept disabled people out of jobs. This professional went on to say, "Capitalism is amoral, based on no humanitarian values. Capitalism believes that what benefits business also benefits the worker." On the other hand, he commented, "Socialism is a moral system that believes the care for the worker takes priority over the success of business." He

ended by saying, "Rehabilitation has always tried to instill some moral conscience into the capitalistic workplace and has failed." It is unknown how prevalent that kind of thinking is among our practitioners and educators in rehabilitation. However, this sort of attitude will certainly not contribute to vocational rehabilitation relating as a team player with employers and other professionals basing their programs on a work ethic. Professional curriculum must try to put an end to such dichotomous thinking that separates entities that need to have interdependence for success. A skill that every professional in human service delivery must have today is a healthy understanding and appreciation for the private enterprise system in America in order to relate to its needs in the context of social policies and values.

Community-Level Service Delivery Systems

The vocational rehabilitation role in school to work programs will most likely focus predominantly on actual job development and job placement. Unlike times past, this capacity will most likely be shared by other service providers who may specialize in certain levels of disabilities or with specific types of disabilities. Vocational rehabilitation resources will be needed to plan the individual student's transition plan to adult services, which could ultimately involve minimal direct services provided through vocational rehabilitation itself. To be competent as an employment specialist, the vocational rehabilitation person must be a resource to business as well as a representative of the client. Knowledge of Affirmative Action and Office of Federal Contract Compliance programs can assist employers in satisfying government regulations that apply to hiring persons with disabilities. The ICE services in Northampton, Massachusetts, includes an Industrial and Marketing Services Division.

It is the responsibility of the staff in that division to ensure that employment and training resources provide a service to the business community. This mutual cooperation and partnership is bringing multiple opportunities for job placement to persons who might otherwise be unemployed in that community. The positive results of many such employment service programs linking service providers with industry indicate that objectives of transitional and supported employment programs can be met through mutual participation and respect.

At a recent business advisory council meeting, two employers commented that after listening to 45 minutes of conversation with rehabilitators about politics, systems barriers, and economics, it seemed that the employers were more committed to making these new concepts work than were the rehabilitation workers. An intensive commentary from one employer of a national food chain indicated that supported employment and Projects With Industry activities provided a service to both the employer and the client. Businesses are approachable to discuss job accommodation issues when the rehabilitation professionals understood the employer's needs and circumstances. Businesses are looking for professionals who are able to problem-solve rather than run off looking for a ready-made success package. It is these kinds of skills which will enhance vocational rehabilitation's role in new program delivery services.

It is clear that the role of vocational rehabilitation in the school to work movement will be as broad or as minimal as the willingness of vocational rehabilitation resources to change. The continual propaganda that discredits existing rehabilitation systems and practices is wrong. Vocational rehabilitation hasn't marketed itself very broadly, especially among other related disciplines. What is happening is an evolutionary

development where new team players have arrived with some political clout and determination which creates the impetus for change which can only be accomplished through cooperative action. However, the momentum for change at the local level in many communities is so strong that alternative systems will be created to fill the void caused by limited participation of any existing service provider. Unfortunately, if this occurs, there will be more fragmentation and competition for public funds.

Employer services. The employer services' focus has a subtle, but major difference from traditional rehabilitation programming. Traditional programming approaches rehabilitation planning from the diagnostic information about individual persons with disabilities. From that orientation, general employability needs have been projected, and training and job preparation towards a wider career or job goal has been constructed. While this approach has been successful for persons able to abstractly relate to career goals, it has not been viewed as successful for persons with limited employment exposure or with persons unable to transfer information well. The employer service concept approaches the planning process by starting both with diagnostic information about the person and matching this with job specifications for known available work in the community. The screening and job match process requires comparison of basic and essential data such as worker interest, communication ability, mobility skills, independence, reinforcement needs, motivation, and so forth. Only assessment criteria directly related to specific community work and standards are used. Assessment information identifying limitations are used to stimulate thinking to design effective training approaches or job modifications to successfully reach employment

outcomes. By viewing the client as a worker in a specific environment, the training plan becomes practical, specific, and individually tailored.

The employer services' orientation in school-to-work programs creates a need for change from traditional vocational rehabilitation services, especially for determining vocational rehabilitation eligibility for individuals with severe handicaps that may have few transferable skills. Vocational rehabilitation cannot rely on generalized predictive data to determine employment potential. The vocational rehabilitation process will need to accommodate persons whose potential can only be determined in specific environmental situations. Rehabilitation professionals will need skills to analyze the results of services and the relevance of resources to specific needs. The vocational rehabilitation representatives will need skills that recognize other team players as having relative knowledge and information from which to make team decisions about individual circumstances.

This approach to assessment and job placement also tends to correspond with current ability testing requirements in industry. Under current regulations, functional job descriptors of essential duties stated in specific measurable terms are required. Screening tests must not limit the opportunity of persons with disabilities. Few such testing procedures in industry have produced standards or have been validated on persons with disabilities. Although the affects of modified testing are unknown, it seems logical that rehabilitation evaluations will need to incorporate some approach similar to these screening tests which is based on specific situations and local standards.

Other professional skills related to effective vocational rehabilitation participation in the school-to-work programs center around the

basic purpose of such programs. Once there is a clear and agreed upon reason for any activity, programs can generate the primary basis for evaluating performance effectiveness. A principle purpose and value of the current transitional movement for youth leaving special education is participation in the mainstream labor force by developing competence that allows people with disabilities to perform meaningful work and interact with the general population. It can become vocational rehabilitation's role to assure that adult services following school reach those goals. The result of employment preparation services beginning at an early age for disabled students is giving them vocational choices as they become adults. Vocational rehabilitation can have an important role in shaping early programs for handicapped children.

Transitional and Supported Employment. The basic tenets from which current Transitional Employment Programs (TEP) and Supported Employment Programs (SEP) are built have as their outcome objectives five criteria which were described in a recent Delphi process contracted by the National Institute for Handicapped Research (NIHR) to the Harold Russell Associates (1985):

1. Access to paid employment.
2. Effective training for employment.
3. Integrated work with nondisabled coworkers.
4. Service coordination and advocacy.
5. Stability to deliver support services.

The total system needed to accommodate these objectives for students with even the most severe disabilities is massive. There is a need to create new delivery models to include individuals with severe disabilities. There is also a need to restore many of the former school and

vocational rehabilitation cooperative programs for the groups of individuals with less severe mental disabilities. The FAST program in Alabama is an example of attention being given to that population which has typically been under-employed. Both the Alabama program and the California's Work ability program emphasize the need for employer leadership and local community program management.

As previously mentioned, the Life Services System model in Michigan is an example of how public policies can be agreed upon through documented needs of people with disabilities at a local level. Client entry requirements, client service management, and advocacy responsibilities have been coordinated among several public agencies representing employment, health, educational, residential, and other domains. Preparing service providers to work within this framework is essential if vocational rehabilitation is to have a major role in community-oriented transitional programs. More specific to personnel preparation are the competencies, roles, and functions of vocational rehabilitation personnel involved in transitional and/or supported employment programs serving persons with more severe developmental disabilities. Whether or not vocational rehabilitation state agencies specifically assign counselors to transitional or supported work caseloads as California intends to do, all vocational rehabilitation personnel working with community employment services will need to know how to be a team player. The expertise and specialization that vocational rehabilitation personnel can bring to these programs is typically employment related knowledge. Correct information about Department of Labor wage and hour laws and employer tax benefits will be a significant contribution to the job development phase. Unfortunately, in some settings, professionals from other disciplines

having no prior vocational experience have caused financial and public damage to employers by giving inaccurate information regarding wages. Vocational rehabilitation personnel can bring a special expertise that bridges the technical language and concepts practiced in disability fields and in private industry. Industrial engineering skills, such as predetermined time standards, offer a linkage between vocational evaluation and work layout and design. In 1983, the University of San Francisco brought Chris Heyde of Asutralia to teach rehabilitation and private industry production engineers the MODAPTS Plus technique. The net result was a better understanding of each other's abilities and a common orientation. Such knowledge can positively and pragmatically assist employers with reasonable accommodation needs and the use of adaptive equipment.

Employment training specialist. At the September 4-5, 1985 Consensus Seminar in Washington, DC, following the Delphis study of roles, functions, and competencies of personnel in transitional and supported employment programs, there was a call for the creation of a newly defined profession. The participants at this seminar recommended the use of "employment training specialist" to replace the term "job coach." Seminar participants recommended that the employment training specialist should have professional status comparable to other traditional professional positions in rehabilitation and education. The employment training specialist is being viewed as a substitute for some other traditional support functions in employment programs (e.g., vocational evaluation, social work, counseling). The job functions include:

1. Provide on-the-job training.
2. Analyze job tasks and develop training programs.
3. Supervise trainees.

4. Use behavior management techniques.
5. Be an advocate for the client to coworkers.
6. Use of generalization and maintenance techniques.
7. Negotiate with employers.

The competencies required to perform these functions are seen as essentially:

1. Knowledge of employee's job requirements (e.g., interests, wage and hour requirements).
2. Understand employer's job requirements.
3. Ability to train effectively.
4. Interpersonal skills and good communication.
5. Knowledge of task analysis.
6. Knowledge of behavioral management.
7. Knowledge of industrial procedures.
8. Knowledge of personal and work adjustment skills.
9. Knowledge of the relationship between program needs and severity of disability.

The NIHR Delphi study recommend that the preservice preparation of employment training specialists could take the form of a specialized training program which could be added to existing programs or could be a specialized program with state-of-the-art curricula. The Delphi participants recommended that if federal funds were used to initially fund these programs, the programs should be competitively selected using these criteria:

1. Training must be delivered in the context of exemplary services through sponsorship (co-training with another personnel preparation program) or affiliation (being a demonstration site).

2. The program must present a set of competencies which comprehensively addresses the identified objectives of TEP/SEPs.
3. The program must include a practicum experience and be competency-based.
4. Trainers in higher education must document prior experience as a TEP/SEP service provider adhering to the five objectives or be associated with exemplary service providers.

As can be noted from this description, there is a dedicated effort underway to shift the focus for personnel preparation towards an employment services orientation.

These are exciting times in the education and rehabilitation fields. New practices are emerging from a re-arrangement and updating of familiar practices in both fields. The richness of professional heritage will bring each discipline forward as the impact of services for persons with disabilities is increased.

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Discussion Summary

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Perhaps the major difficulty confronting those who desire to implement effective transition programs, and likewise wish to educate personnel to implement such programs, is the lack of a well articulated, comprehensive model of transition services. Such a model should adequately respond to the complicated variables involved in the transition process and should describe the roles of personnel in that process. Certainly, before effective personnel development activities can occur the most important roles and functions must be identified. More plainly, we cannot get someone to do something if we do not know what we want them to do. The three authors in this section have provided ideas that assist the field in more specifically addressing these concerns.

The description of a comprehensive model of transition may focus on preparatory activities leading up to and preparing students for the transition process into adult life, the transition process itself, and services and outcomes in adult life. Further, both the process of implementing transition for all handicapped students and the outcomes of that transition process must be described. Until this picture is clear, efforts at defining personnel development will necessarily be only piecemeal and partial.

The delineation of criteria for acceptable outcomes of transition appears particularly critical. Outcome criteria implied or specifically stated by these articles includes: (a) access to paid employment in integrated work settings with non-disabled co-workers; (b) the availability of on-going support services; (c) choice of various options of work-

place, living arrangements, and lifestyle; and (d) community access. The papers, however, focus primarily on the characteristics of the transition process. Transitional programming characteristics should also include: (a) services that are longitudinal--meaning that ongoing services are provided to develop important long-term skills; (b) services that are outcome and community focused--meaning that all services should be designed around outcome goals and the requirements for functioning in the community; (c) multiple service agencies and personnel that are involved in appropriate roles; and (d) different options for services and outcomes based upon the needs and interests of handicapped persons. This last point I feel to be particularly important. No operational model of transition is complete unless it allows for such options and unless the needs of all handicapped students are addressed.

Services for Transitional Programming and Personnel Development Implications

In their papers, Everson, Moon, and Williams; McDaniel, and Switzer express many of the same ideas related to transitional programming that should be emphasized. These are summarized and discussed briefly below.

Coordinated program development. Switzer recommends that "career development programs" at the local level should be coordinated with and assisted by interagency advisory councils. While such planning has been encouraged for years in federal legislation, this appears to be a large area of need. One way to meet this need would be to make certain that multiple service agencies are familiar with each others' terminology; Everson et al. believe this to be a critical inservice competence.

McDaniel discusses the need for the appropriate involvement of "multiple service agencies" and the development of mutual understandings

by agency personnel concerning how to use various agency systems effectively for their clients' good. McDaniel further states that transition professionals, regardless of the agency in which they work, must learn to creatively function as systems change advocates and individual program planners. Of particular concern to McDaniel is the interagency dynamics that would occur as new services are introduced into systems and agency roles are defined. As supported employment is being developed, he states, special education and developmental disability advocates have, in some locations in the country, ignored creative efforts of personnel in rehabilitation facilities and not involved them or the state rehabilitation agency in the planning process. This results in "parallel operations" that are not helpful and further confuse and complicate an already complicated adult service delivery system. He calls for coordinated planning of all services.

Vocational and functional living skill assessment. In one way or another, all three authors identify student assessment as a major area of concern. Switzer states that interagency work groups in his state have identified a "comprehensive assessment towards a vocational goal" as being a key focus for the school curriculum. Both Everson et al., and McDaniel, however, indicate limitations in vocational assessment procedures for identifying the employment potential of severely mentally disabled persons. Both indicate a need to move away from limited commercial systems and back to the roots of vocational evaluation--that is, using real work situations, job adaptations, and supportive resources, coupled with vocational assessment to determine the response of an individual in a particular situation and the resources and approaches needed to assist them. Everson et al., indicate roles for special

education teachers, rehabilitation agencies, and vocational education teachers in implementing effective vocational assessment. Substantive personnel development in vocational assessment procedures appears critical if this service is to become an effective part of the transition process. It appears especially important that vocationally-oriented assessment procedures be used at a much younger age so that a baseline for services aimed at desirable outcomes may be established.

Individual transition plans. Everson et al. discuss the need for individual transition plans while Switzer focuses on a similar need of coordinating IEPs and IWRPs. Implicit in various comments is the need for early involvement of both parents and multiple service agencies. Here again, mutual agency understanding, client advocacy, and creativity in using complicated service delivery systems to develop individualized options for particular students is identified as critical.

Functional special education curriculum. Perhaps one of the strongest and clearest messages in these papers is the need to revamp special education curricula, particularly at the secondary level, so that it focuses on community access and vocational outcomes. Everson et al. state that the secondary special education teacher should: (a) assume responsibility for "focusing the vocational training process," (b) promote career awareness, (c) collect community-based student assessment data, and (d) serve as the "transition planning coordinator." Certainly, these roles are not traditional but fit very well into what has previously been called career education. All authors note the value of real world work and extra-curricular training experiences in the community as a key to developing student skills. Switzer calls for incentives to both "revamp

the university and college teacher education programs" (in special education) and to provide interdisciplinary preservice preparation.

Vocational education. Vocational education was discussed by both Switzer and Everson et al. papers. Both emphasize the need for vocational education to engage in cooperative efforts with other agencies--particularly with special education and rehabilitation.

Supported employment. Everson et al. focus primarily on roles of various personnel in implementing functional special education programs leading to an effective community-based program of supported employment. McDaniel similarly describes a series of job functions and associated competencies for "employment services specialists" who would implement and coordinate community-based training and supported employment programs. Since this is a new service approach, substantive personnel development activities are important in training both employment services specialists and agency and parent participants in their roles in the process. As noted above, however, special care must be taken in developing a coordinated, interagency approach to the delivery of this service.

Parent involvement and support. Switzer and Everson et al. focus on the critical need for parent involvement in the transition planning process and the latter outlined important areas of focus for parents. Additionally, competencies for professionals in providing parent training and support services in the transition process were also discussed.

Additional Personnel Development Issues

Other personnel development issues were raised that were not related to a specific transitional services. McDaniel, in particular, focused on professional attitudes and characteristics. These attitudes and charac-

teristics may be the most important aspects of personnel development to attend to but appear to be the most difficult to address. He asked important questions of us all about our own attitudes towards disabled persons but most particularly towards work. Perhaps, he stated, our own negative attitudes towards severely disabled persons and work combine so that we find ourselves "protecting" disabled persons from participating in integrated work settings in business and industry. Further, he spoke of the creativity and willingness needed to deal with a person as an individual and to explore options on their behalf. Similarly, we must advocate for clients via systems change and interaction with multiple service delivery systems. He spoke of the need for rehabilitation (and other) educators to listen and learn. Perhaps, in fact, if personnel development activities can have a real effect on attitudes, creativity, and willingness to be client advocates, it will have to come through a modelling process on the part of the educators themselves.

Other Considerations in Transition: A Critique

While the articles provide extremely valuable information, some points were of concern. These are briefly discussed below.

Limited Model of Transition

While many services involved in a comprehensive model of transition are presented, a systematic, comprehensive picture is more implicit rather than explicit. The paper by Everson et al. is perhaps the most clear. However, their model relates only to "severely" handicapped individuals --and in particular mentally retarded persons--and centers primarily around one service, supported employment. While this is clearly an important area of service, and one that has been neglected in the past, it represents only one service option among several that should be available

depending upon the needs of a particular individual. Classroom-based vocational education, work adjustment training, and other approaches to job placement have all demonstrated their effectiveness with certain individuals. A clear concern here, and one directly related to personnel development, is that components of a comprehensive transition model may be dropped (or forgotten) in the ferver to establish a new service. Severely disabled persons have been inappropriately limited in their options due to the lack of appropriate services. We must be careful, however, not to limit OTHER individuals by providing them with, yet again, an "all or nothing" service option choice--that of supported employment.

Services Minimal or Absent

Some services that have been shown to be effective with some individuals and would appear to have an important place in a comprehensive transition process were not discussed. These include: work adjustment--the process of using real work to assist an individual in developing work behaviors and skills; job placement approaches--a variety of placement models including job clubs, selective placement, and marketing; and community access and leisure skills training--important for the quality of life of the person (part of the implicit criteria for effective outcomes of transition) and supportive of transition into work.

Vocational Education

All authors discuss vocational education and the need for cooperative efforts. However, it was clear that appropriate roles for vocational education teachers, counselors, and administrators are only minimally described. While Everson et al. did describe roles of vocational education teachers, these descriptions would not be accepted by regular

vocational education teachers as appropriate roles in working with handicapped students. Most role statements apply more to vocational counselors, instead. The integral delineation of vocational education's role in the transition process and the consequent personnel development implications have been described (see West and Parrish in this monograph). These results should be used in developing a comprehensive model of services and personnel development.

Summary

McDaniel, Switzer, and Everson et al. have provided the field with important ideas and thoughts related to provision of transition services and their personnel development implications. There exists a need to continue this dialogue of defining a comprehensive model of transition services, the roles of various agencies and personnel within this model, and the consequent personnel development implications. We must focus both inservice and preservice preparation efforts to provide information and skills needed to implement the services described in these papers.

DISCUSSION

Roles and Responsibilities in the Transition Process: Concluding Thoughts

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A familiar theme that appears in these papers is that "transition from school to work movement" is not new. Career education proponents in special education have been working on this problem since the late 1960's. Vocational education personnel have always been investigating strategies on ways to "mainstream" handicapped students into regular vocational education classes. Personnel in the field of rehabilitation cite exemplary programs that have led to job placements for many disabled individuals. Despite these efforts, a report by a Harris telephone poll which was presented to the Senate Subcommittee of the Handicapped on February 21, 1986, revealed that of the 1,000 persons with disabilities surveyed:

- 67 percent of all Americans with handicaps, between the ages of 16 and 64, are not working.
- If an individual is working, 75 percent of all of these individuals are likely to be employed part time.
- 67 percent of all those persons who are handicapped and not working say that they want to work.

These data are alarming, particularly if the transition movement is viewed as time-worn and, as a consequence, status quo services are allowed to continue. It is the thesis of this paper that the transition from school to work movement IS new, that the movement will cause many professional roles to be redefined, and that role redefinition has direct implications for personnel preparation. This paper will highlight features from the paper presented in this monograph and will also integrate recent research efforts, where appropriate.

Transition Defined

Before personnel preparation implications can be discussed, it is necessary to define the concept of transition from school to work. It would be difficult to define role parameters without an understanding of what is meant by the transition process. Fortunately, the papers written by Will, Wehman, and Brown describe several transition models which essentially document a similar transition process.

In her seminal paper, Will describes transition from school to working life as "an outcome-oriented process encompassing a broad array of services and experiences that lead to employment" (p. 10). Will chooses to use employment as the primary goal of the transition process because of its critical value to most Americans. She does point out, however, that other aspects of adult life, such as leisure and personal relationships, are also important. This same sentiment was strongly argued for by Halpern. He stated that it would be a mistake to ignore or minimize attention (and resources) to other aspects of adulthood, such as social and interpersonal networks and residential environments, that also contribute to a quality life.

According to Will, transition can be thought of as a process that encompasses a specific period of time: when the student is in high school, the point of graduation, additional postsecondary education and/or adult services, and the initial years of employment. This should not imply that the early years in a student's life are unimportant and do not contribute to a successful transition period. Nor, should this period of time imply that what happens after the initial years of employment are unimportant. Will has simply put some parameters on defining the transition period so

that it can more easily be studied and understood, and consequently, result in better services for individuals with disabilities.

The Three Bridges to Employment

In her model, Will describes three bridges, or levels of support, that can be used to secure employment. One bridge, or level of support, would be ongoing and would be used to assist those individuals who needed help to acquire and maintain competitive employment indefinitely. Another level of support, time-limited, would be used to assist individuals who primarily needed help in acquiring employment; little job training or follow-up services would be available with this type of support. The final bridge used in the model describes the generic services that are used by everyone to obtain employment, for example, friends, relatives, postsecondary training, and job-service agencies. Although not specifically stated, it may be assumed from this model that the support needed to acquire and maintain employment would be based upon need for such services and not based upon handicapping condition. Thus, it is quite possible that an individual with a mild or moderate handicap may need ongoing services, but may not need the ongoing services as frequently as someone who has a severe or profound handicap.

What is New About the Transition Movement

Several things are new about the transition from school to work movement that is either causing roles to change or will cause roles to change in the future. Three directions that seem to be emphasized in this series of papers is that: (a) employment for pay is an option for ALL handicapped individuals, (b) secondary high school programs are under siege, and (c) service coordination and collaboration within agencies and across agencies is indeed a necessity and may even become a reality. In

the remainder of this paper, these three directions will be discussed in relation to the professions of special education, vocational education, and vocational rehabilitation.

Employment is an Option for Everybody

By including ongoing services as pathways to employment in her model, Will provided a mechanism whereby all citizens, even the most severely handicapped, can begin to secure and maintain employment. In the past, many citizens with severe handicaps were either denied services or were thought not to have the potential to be able to work. Recent research and evaluative efforts (e.g., Hill & Wehman, 1983; Martin, Schneider, Rusch, & Geske, 1982), however, have shown that many severely handicapped persons can become tax paying citizens.

The model that has since been shown to be effective for delivering ongoing services has been called the "supported work model" (Wehman & Kregel, 1985). It has been sufficiently described (Rusch, 1986) and thus, it is becoming clear what professionals will need to be able to do in order to provide services. Briefly, professionals who will be responsible for providing supported employment will need to be able to: (a) survey communities to identify possible job placements (both individual placements and group placements, such as work crews and enclaves) and their associated social and vocational survival skills, (b) establish community-based (i.e., nonsheltered) training sites within actual community work settings and teach the student the skills (via applied behavior analysis methodology) that are necessary for actual employment, (c) place the individual into a targeted job, and (d) train the individual and provide follow-up services that will eventually decrease in intensity. Rusch (1985) has stated that "the term 'supported work' stresses our emerging interest in

'supporting' the employment of persons who are handicapped, rather than placing these persons into employment and hoping that they make the transition" (p. 6).

As described by McDaniel, the Harold Russell Associates (1985), through the use of a Delphi process, made several recommendations regarding the types of personnel that would be needed to implement the supported work model. One recommendation made was that direct service personnel should be considered as professionals (i.e., the same as teachers) and should be called "employment training specialists." This direct service role would be substituted for many of the traditional support services now offered in employment programs and could also be supplemented by other job functions. Thus, the services currently offered by traditional support roles, such as the social worker or vocational counselor, would change to be more aligned with the services that would need to be offered by employment training specialists (Bellamy, 1986). The functions that would be associated with the employment training role and specified in the Harold Russell Associates' (1985) report are included in Table 1.

A series of management functions were also delineated in the Harold Russell Associates (1985) report with regard to the supported work model. These functions included such activities as implementing ongoing program monitoring and evaluation, coordinating service delivery and advocacy, and providing organizational stability to deliver support services.

Although the supported work model may have existed in one form or another in the past, it has only been recently that it has begun to be explicitly described, researched, and evaluated. Clearly, more research and evaluation studies are needed to determine its overall effectiveness for helping individuals with handicaps secure and maintain employment.

Table 1

Functions of the Employment Training Specialists

1. Providing on-the-job training.
2. Analyze job tasks to develop the training program.
3. Provide supervision.
4. Utilize behavior management techniques to insure appropriate work behavior is displayed.
5. Advocate for integrated relations with employer and coworkers.
6. Utilize fading techniques to withdraw staff or support services when appropriate.
7. Negotiate work-related issues with employers, such as schedules, site modification, and so forth.

One aspect that will help to contribute to the success of the supported work effort is quality trained personnel. Efforts have already begun to specify the roles and functions necessary for personnel to have in order to implement the supported work model.

Secondary High School Programs are Under Siege

Will and Wehman state that a strong high school program is needed to contribute to an effective transition process. Recent follow-up studies (Benz & Halpern, 1986; Hasazi, Gordon, & Roe, 1985; Mithaug, Horiuchi, & Fanning, 1985) have found that secondary-level special education programs and vocational education programs need to be strengthened to enhance the transition process for students with handicaps. This trend parallels a national trend where secondary programs for nonhandicapped students are also being criticized for their preparation efforts (National Commission on Excellence in Education, 1983).

As Weisenstein indicates, special education has frequently received criticism for its failure to address the needs of high school youth. Consequently, many secondary-level programs have resembled elementary programs, i.e., few students have been taught skills that have prepared them to make the transition into employment and other aspects of adulthood. For example, in some high school programs, youth with severe handicaps are still being taught nonfunctional activities, such as how to color a picture (which is often a skill taught at the elementary school level), rather than being taught more functional skills, such as how to run a dishwashing machine.

Several things have been written recently describing the types of curricula that should be implemented at the high school level for youth who might require ongoing services in order to secure employment (e.g., Wehman & Barcus, 1985; Wilcox & Bellamy, 1983). Basically, secondary programs should offer vocational training via the supported work model and should also attend to three other domains of teaching: community, leisure, and residential. Skills taught should be functional in nature and should prepare students for the next environment in which they are going to live, recreate, and work. Although many high school teachers around the country are utilizing a community-referenced curricula, many other teachers will need to learn new skills or update their old ones in order to maximally prepare youth for adulthood.

Secondary special education is also in a quandary about how to best prepare students who might need time-limited services or no special services in order to make the transition into employment. For example, little is known about the kinds of jobs that these youth often get, the experiences they have in these jobs, whether they like the jobs, whether

high school helped them in getting and keeping a job, and so forth. At the present time, it is being debated about whether most of these students should go on for further postsecondary educational experiences or should be assisted in obtaining entry-level work when they are finished with high school. This matter gets even more complicated when one considers the number of states increasing their graduation criteria to require more academic coursework.

Vocational education is faced with many of the same problems that are effecting secondary special education, particularly with regard to increased graduation requirements. Many states have increased academic coursework to such an extent that few students will have any hours left to take vocational education courses. Whether this will prove to be a prudent move, remains to be seen.

Even if students with handicaps are placed into regular vocational education programs, it is not known whether training received in this environment would be superior, the same, or worse than students who received their training on real jobs. Few evaluative studies have been done in this regard, although in his review, Flynn (1982) concluded that effective vocational training has only a tenuous empirical basis.

High school programs need to be strengthened in order to better prepare students to make the transition from school to work. It is not yet clear which types of models will best prepare those youth who may need no special services or time-limited services for employment. For youth who will require ongoing services, the direction that high school programs should take has been more clearly articulated.

Coordination and Collaboration is a Necessity

It would be false to imply that the concept of coordination and collaboration among services is new. Individuals in all fields have been talking about the necessity of this for many years. What is new about this concept is that now everyone seems to be talking about it at the SAME time. In addition, there are formal vehicles in place (e.g., the transition plan) that are helping to shape the way coordination and collaboration might look.

The Individualized Transition Plan. The Individualized Transition Plan (ITP) is similar in format to the IEP which specifies educational programs and services for all students with handicaps. According to McDonnell and Hardman (1985), the ITP should identify the goals and objectives needed to prepare a student to function on the job, at home, and in the community prior to and following graduation. The ITP would specify the types of activities (e.g., instructional) which should occur to ensure access to targeted services. In addition, the ITP should delineate the timelines and responsibilities for completion of these activities by the appropriate agencies and personnel.

Since the ITP is so similar in format to the IEP, it can easily be added to a student's IEP around the age of 15 or added at least one year prior to graduation. If the student is served by vocational rehabilitation after high school, the ITP can become a part of the students Individualized Written Rehabilitation Plan (IWRP). Similarly, if the student is served by a community service agency, it can be incorporated into the Individualized Service (Habilitation) Plan. This flow-through process assumes that secondary special education would be the agency responsible for the initial coordination of the transition plan. After the student graduates from high

school, the coordination responsibility would be assumed by some other agency.

Like the IEP, it is assumed that all persons/agencies that would be involved with the student on a present or future basis would have input into formulating the transition plan. Thus, the ITP serves as a formal vehicle for bringing agencies together. Obviously, it would be naive to think that the ITP will automatically break down communication barriers and dispel "turf" issues. However, the ITP can bring agencies and personnel together to work toward a common goal--that is, delivering more appropriate and effective services to graduating youth with handicaps.

Summary

There appear to be three new directions or issues that are emphasized within the papers presented here. These three issues are: (a) employment for pay is an option for ALL handicapped individuals, (b) secondary high school programs need to be strengthened, and (c) service coordination and collaboration is a necessity that is being recognized by everyone at the same time and may even become a reality. These three new directions will cause roles to be redefined for special educational, vocational education, and vocational rehabilitation.

Personnel Preparation Implications

As stated in the introduction, one of the primary activities sponsored by the National Network Project was to sponsor a series of conferences where professionals in the field of special education, vocational education, and vocational rehabilitation would discuss their professional roles with regard to the transition from school-to-work movement. An interesting phenomenon occurred within the confines of these conferences. First, few clear-cut role delineations were ever articulated. For example, special

educators, vocational educators, and vocational rehabilitation personnel all believed that they should be involved in vocational assessment, job training, and job placement. While some differentiations were made in some cases (e.g., special educators should teach job skills to severely handicapped youth and vocational educators should teach job skills primarily to mildly handicapped youth), roles were often not clearly specified.

Second, few really "new" roles seemed to emerge from the discussions at the conferences. That is, personnel in special education, vocational education, and vocational rehabilitation seemed to be advocating that they would continue to offer the same types of services that they had always offered.

A third phenomenon occurred, however, that was specifically related to role redefinition. While it appeared difficult for participants to agree on the structure of transition, the majority of participants seemed to agree on the process of transition. That is, participants agreed that a strong high school program was important to the transition process, that different service delivery systems will need to be in place to meet the needs of all handicapped youth when they graduate from high school and seek employment, and that program coordination was essential. If there is beginning to be agreement across a wide variety of professions on the process of transition (and not necessarily on the structure of transition), maybe it is not essential to define roles at this time (if ever). It may very well be that it is more important to prepare personnel to understand the transition process so that they can assist in implementing the process rather than preparing them to assume a specific role. If we try to assign specific roles to specific professions, it may only serve to reinforce "turfdom" issues. By not assigning roles, and instead focusing

efforts on how to make the process more effective, turfdom issues may be avoided. If this premise is accepted, then what are the implications for teacher education?

Implications for Teacher Education

Although the transition process is beginning to be described in the literature (e.g., Halpern, 1985; Will, 1984), the discrete steps in the process that will ultimately lead to employment are unknown at this time. Ideally, if all of these steps were in place, then it would be much easier to describe the type of program that would be best to prepare personnel to implement the transition process. It is clear, however, that coursework and practical experiences will need to prepare personnel who are committed to the philosophy that work is an option for all youth, that different youth will require different levels of support in order to secure employment, that collaboration and communication among and between agencies is essential, that high school programs need to be better prepared to assist youth into adulthood, and that knowledge is needed in the area of business and industry so that service providers can effectively interact with employers.

In order to teach this process, teacher educators currently operating personnel preparation programs will need to expand them. For example, secondary special educators will need more than just knowledge about how to teach academic skills. As a group, they will need to be more knowledgeable about the future environments in which their students are likely to live, work, and recreate. Additionally, they need to be more knowledgeable about the complex array of adult services that are often available to assist youth and adults with disabilities once they leave high school. Secondary special educators cannot let their knowledge stop with the high

school foundation; they must be knowledgeable about the entire transition process. This holds true for vocational education and vocational rehabilitation as well.

One argument that could be made against not specifying roles is that someone needs to be identified to assume responsibility for initiating the transition process. It could be argued that unless someone assumes responsibility for this process, no services will be delivered. In reality, there is probably little danger of this happening for several reasons. First, P.L. 98-199 and the Carl D. Perkins Vocational Education Act of 1984 mandates services for handicapped youth. And second, it has been suggested that transitional planning should be initiated by secondary special education in concert with each student's IEP (McDonnell & Hardman, 1985).

To date, the Harold Russell Associates' (1985) report is the only document that has made specific recommendations regarding personnel preparation efforts for youth who will need ongoing services to acquire and maintain employment. This report has stated that (a) training should be implemented within the context of exemplary services; (b) the program should train personnel to have the competencies (for a list of competencies, see the Harold Russell Associates' report) to provide effective employment training to handicapped youth so that will have access to paid employment in integrated settings; (c) that the program should train personnel to have the skills to provide service coordination, advocacy, and stability for support services; (d) that the program includes a practicum component; and (e) that the teacher educators or trainers should have prior experience with providing exemplary services. A similar effort, along the lines of this report and these recommendations, is needed

describing features of programs that can best prepare personnel to implement the transition process for youth requiring no special services or time-limited services.

In regard to general teacher education implications, it appears more important to train personnel to implement the transition process rather than to prescribe set roles for any one profession. More likely than not, the delineation of specific roles may be a local issue that varies from city to city and state to state. The transition process, however, will essentially remain constant across state and local service providers.

Summary

The transition from school-to-work movement is NEW and is an exciting period of time for all professionals involved with secondary-aged youth and young adults. Although special education, vocational education, and vocational rehabilitation have been preparing youth for employment for a number of years, unemployment and underemployment figures suggest that much work remains to be done in this area. One area that can impact unemployment figures is to have better trained personnel who are knowledgeable about the process of transition and can effectively implement the process to benefit ALL handicapped youth. This will necessitate that personnel be able to provide strong high school programs that prepare youth for employment or further postsecondary education, that they be able to implement various training and support mechanisms that lead to acquisition and maintenance of employment, that they coordinate and advocate for services that lead to smooth community adjustment, and that they work effectively with business and industry. Now is not the time to assign specific professional roles; personnel in special education, vocational education, and vocational rehabilitation need to be prepared to assist in

all facets of the transition process. Now is the time to pool efforts and resources toward a common goal--effectively implementing transition from school to the workplace for youth with handicaps.

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